

DOCUMENT RESUME

ED 245 693

IR 050 765

**TITLE** Impact of Proposed Budget Reductions on Library Services. Hearing before the Subcommittee on Postsecondary Education of the Committee on Education and Labor. House of Representatives, Ninety-Seventh Congress, Second Session.

**INSTITUTION** Congress of the U.S., Washington, D.C. House Committee on Education and Labor.

**PUB DATE** 10 Mar 82

**NOTE** 124p.; Document contains light and broken type.

**PUB TYPE** Legal/Legislative/Regulatory Materials (090)

**EDRS PRICE** MF01 Plus Postage. PC Not Available from EDRS.

**DESCRIPTORS** \*Budgets; \*Federal Aid; Federal Legislation; \*Federal Regulation; Hearings; Library Facilities; \*Library Services; \*Public Libraries; Resource Allocation; State Libraries

**IDENTIFIERS** Congress 97th; \*Library Services and Construction Act; Reagan Administration

**ABSTRACT**

In response to the Reagan Administration's 1983 budget request proposing zero funding for the Library Services and Construction Act, this hearing was held before the Hon. Paul Simon, chairman, Subcommittee on Postsecondary Education. The testimony of 16 librarians, information specialists, and library supporters from 14 states opposing the budget cuts was heard. This document also contains 13 prepared statements and supplemental materials, including: (1) copies of six relevant journal articles; (2) a reprint of the Department of Education, Libraries, 1982 rescission request; (3) statistics for the St. Louis Public Library; (4) copies of three pertinent letters; and (5) a U.S. District Court for the District of Columbia civil action (brief) dealing with a suit filed by several states to gain access to funds that had been appropriated by Congress and then withheld. (DMC)

\*\*\*\*\*  
\* Reproductions supplied by EDRS are the best that can be made \*  
\* from the original document. \*  
\*\*\*\*\*

# IMPACT OF PROPOSED BUDGET REDUCTIONS ON LIBRARY SERVICES

U.S. DEPARTMENT OF EDUCATION  
NATIONAL INSTITUTE OF EDUCATION  
EDUCATIONAL RESOURCES INFORMATION  
CENTER (ERIC)

This document has been reproduced as  
received from the person or organization  
originating it.

Minor changes have been made to improve  
reproduction quality.

- Points of view or opinions stated in this docu-  
ment do not necessarily represent official NiE  
position or policy.

## HEARING

BEFORE THE

SUBCOMMITTEE ON

POSTSECONDARY EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SEVENTH CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, D.C., ON MARCH 10, 1982

Printed for the use of the Committee on Education and Labor



U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1984

31-930 O

ED245693

IR050765

## COMMITTEE ON EDUCATION AND LABOR

CARL D. PERKINS, Kentucky, *Chairman*

AUGUSTUS F. HAWKINS, California  
WILLIAM D. FORD, Michigan  
PHILLIP BURTON, California  
JOSEPH M. GAYDOS, Pennsylvania  
WILLIAM (BILL) CLAY, Missouri  
MARIO BIAGGI, New York  
IKE ANDREWS, North Carolina  
PAUL SIMON, Illinois  
GEORGE MILLER, California  
AUSTIN J. MURPHY, Pennsylvania  
TED WEISS, New York  
BALASAR CORRADA, Puerto Rico  
DALE E. KILDEE, Michigan  
PETER A. PEYSER, New York  
PAT WILLIAMS, Montana  
WILLIAM R. RATCHFORD, Connecticut  
RAY KOGOVSEK, Colorado  
HAROLD WASHINGTON, Illinois  
DENNIS E. ECKART, Ohio  
MATTHEW G. MARTINEZ, California

JOHN N. ERLBORN, Illinois  
JAMES M. JEFFORDS, Vermont  
WILLIAM F. GOODLING, Pennsylvania  
E. THOMAS COLEMAN, Missouri  
KEN KRAMER, Colorado  
ARLEN ERDAHL, Minnesota  
THOMAS E. PETRI, Wisconsin  
MILICENT FENWICK, New Jersey  
MARGE ROUKEMA, New Jersey  
EUGENE JOHNSTON, North Carolina  
LAWRENCE J. DeNARDIS, Connecticut  
LARRY E. CRAIG, Idaho  
WENDELL BAILEY, Missouri  
STEVE GUNDERSON, Wisconsin

## SUBCOMMITTEE ON POSTSECONDARY EDUCATION

PAUL SIMON, Illinois, *Chairman*

WILLIAM D. FORD, Michigan  
PETER A. PEYSER, New York  
JOSEPH M. GAYDOS, Pennsylvania  
TED WEISS, New York  
IKE ANDREWS, North Carolina  
DENNIS E. ECKART, Ohio  
CARL D. PERKINS, Kentucky  
(Ex Officio)

E. THOMAS COLEMAN, Missouri  
JOHN N. ERLBORN, Illinois  
ARLEN ERDAHL, Minnesota  
(Ex Officio)  
LAWRENCE J. DeNARDIS, Connecticut  
WENDELL BAILEY, Missouri

(11)

# CONTENTS

Hearing held in Washington, D.C., on March 10, 1982.....	Page 1
Statement of:	
-Asp, William, director, library division, Department of Education, St. Paul, Minn.....	2
Bidlack, Russell, dean, School of Library Science, University of Michigan, Ann Arbor, Mich.....	65
Bright, Leonore, member, Executive Board, White House Conference on Libraries and Information Sciences Task Force, Pagosa Springs, Colo.....	102
Brown, Dale, supervisor, library and media services, Alexandria City School System.....	92
Brown, Forrest, director, Rolvaag Memorial Library, St. Olaf College, Northfield, Minn.....	72
Carter, Daniel H., Texas Instruments, Houston, Tex.....	108
Cheski, Richard, director, Ohio State Library.....	58
Collett, Joan, director, St. Louis Public Library.....	85
Curry, Anna, director, Enoch Pratt Free Library, Baltimore, Md.....	80
Franklin, Hardy R., director, D.C. Public Library.....	88
Lenix-Hooker, Catherine J., assistant director, Schomburg Center for Research in Black Culture, New York, N.Y.....	104
McKay, David Neil, North Carolina State librarian.....	8
Nelson, Jim, State librarian and commissioner, Kentucky Department of Library and Archives.....	54
Orcutt, Geil, State representative, New Haven, Conn.....	106
Shelkrot, Elliot L., State librarian, State Library of Pennsylvania.....	48
Shubert, Joseph, State librarian and assistant commissioner for libraries, New York State Library.....	12
Prepared statements, letters, supplemental materials, etc.:	
Asp, William G., director, Minnesota Office of Public Libraries and Interlibrary Cooperation, prepared statement of.....	5
Bidlack, Russell, dean, School of Library Science, University of Michigan: "Libraries' Bids for Efficiency Could Come to a Halt," article from the Chronicle of Higher Education, March 10, 1982.....	70
Prepared statement of.....	67
Brown, Dale W., supervisor of library and media services, Alexandria City Public Schools, Alexandria, Va.: "In Libraries, Worlds Overlap," article from the Washington Post, March 7, 1982.....	97
Prepared statement of.....	95
Brown, Forrest, director, Rolvaag Memorial Library, St. Olaf College, Northfield, Minn.: Prepared statement of.....	76
"Price Increases Hinder Support of Instruction and Scholarship," article entitled.....	79
Cheski, Richard M., director, State Library of Ohio, prepared statement of.....	60
Collett, Joan, librarian and executive director, St. Louis Public Library: Prepared statement of.....	87
St. Louis Public Library (table).....	99
"Court Asked to Rule on 'Mandatory Spending' of Library Funds," article from Education Daily, March 8, 1982.....	110
Curry, Anna, director, Enoch Pratt Free Library, Baltimore, Md., prepared statement of.....	83
Department of Education, libraries, fiscal year 1982 rescission request.....	113

IV

Prepared statements, letters, supplemental materials, etc.—Continued	
Franklin, Dr. Hardy R., director, D.C. Public Library, prepared statement of.....	Page 90
"GAO Charges Administration Illegally Held Library Funds," article entitled.....	110
McKay, David N., North Carolina State librarian, prepared statement of..	10
Nelson, James A., State librarian and commissioner, Kentucky Department for Libraries and Archives, prepared statement of.....	56
Scannell, Francis X., State librarian of Michigan, prepared statement of...	100
Shelkroff, Elliot L., State librarian of Pennsylvania, prepared statement of.....	51
Shubert, Joseph, New York State Education Department:	
"Cuts in Funds Binding Local Libraries," article from Times-Union, Albany, N.Y., February 28, 1982.....	46
Prepared statement of.....	13
U.S. District Court for the District of Columbia, civil action (brief).....	17
Simon, Hon. Paul, a Representative in Congress from the State of Illinois and chairman, Subcommittee on Postsecondary Education:	
Letter addressed "Dear Colleague," dated February 10, 1982.....	118
Letter to Hon. Ronald Reagan, the White House, dated February 23, 1982.....	112
Opening statement of.....	1
Socular, Milton J., for Comptroller General of the United States, letter to Hon. Peter A. Peyser, a Representative in Congress from the State of New York, dated February 5, 1982.....	111

## IMPACT OF PROPOSED BUDGET REDUCTIONS ON LIBRARY SERVICES

WEDNESDAY, MARCH 10, 1982

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON POSTSECONDARY EDUCATION,  
COMMITTEE ON EDUCATION AND LABOR,  
Washington, D.C.

The subcommittee met, pursuant to call, at 1:15 p.m., in room 2257, Rayburn House Office Building, Hon. Paul Simon (chairman of the subcommittee) presiding.

Members present: Representatives Simon, Peyser, Weiss, and Andrews.

Staff present: William A. Blakey, counsel; Helen E. Brand, minority legislative associate; and Maryln L. McAdam, staff assistant.

Mr. SIMON: Other members are on the way. I think we will go ahead and start the hearing.

I would like to enter a statement I have in the record.

What we are faced with is a budget proposal that obviously does not consider libraries very important. We are already faced in the college library field—I have not seen those statistics in the noncollege library field—with a situation where the Chronicle of Higher Education a few weeks had a little item buried in it where it said that in the last 5 years, each year the college libraries of the Nation have reduced acquisitions 3 percent—in each of the last 5 years.

That is not something that is going to make headlines even in the Chronicle of Higher Education, much less the Washington Post or any other periodical. But it is an erosion of the knowledge base of the country. Those of us who believe that libraries continue to be extremely important to the future of the country are interested in what impact the proposal of the administration on the libraries of the country will be.

[Chairman Simon's opening statement follows:]

OPENING STATEMENT OF HON. PAUL SIMON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS AND CHAIRMAN, SUBCOMMITTEE ON POSTSECONDARY EDUCATION

It is a pleasure to continue this hearing today with so many distinguished professionals from the library profession. Last Fall this Subcommittee held hearings both in Washington and throughout the country on the importance of libraries to this nation and the current status of library programs. After hearing from over 200 witnesses one thing we learned for certain was that libraries were vital to towns and cities everywhere and providing excellent services for our population.

That is why it is so shocking and unfair that the President's 1983 budget request eliminates funding for all library programs. Total knowledge doubles every 10 years

(1)

and over one-half of the Gross National Product (GNP) is based on information services. At the same time that this country most needs to have an educated population, this Administration is proposing to eliminate those services which most directly supply information to citizens.

Funding for the Library Services and Construction Act (LSCA) provides monies for literacy training for the illiterate, employment information for the unemployed, books and materials for the handicapped and elderly and other special services for minorities and the disadvantaged. Certainly if our economy is to expand these are the types of services which must be stressed.

Not only is the Administration recommending retentions for the current fiscal year and elimination of all LSCA funding for 1983, it is also withholding those funds which the Congress has already appropriated. It is my understanding that a number of states filed suit last Friday on this issue. We are anxious to hear testimony from the panel of State librarians on this issue and how the impoundment of funds has affected their states.

Funding under Title II of the Higher Education Act provides money for college libraries. Title II-A monies provide for purchase of books and materials; Title II-B provides for training of future librarians; and Title II-C provides for research library projects. Elimination of these services does not show up in clear cut terms but it does lessen the quality of the education which institutions can provide. According to a recent article in the Chronicle of Higher Education, over the last five years, purchase of books by higher education libraries has declined at the rate of 3 percent per year. We are fortunate to have with us today two librarians from college libraries who can address how funds under Title II are used at their schools and what the impact of reducing or eliminating those funds would be on their schools.

We will also be hearing from a panel of individuals who have worked with the National Commission on Library and Information Sciences. This Commission serves as a valuable tool for both the Congress and the Executive branch. This Subcommittee frequently calls upon the Commission to provide expertise on libraries and information-related areas. We receive these services for less than one million dollars annually.

We again welcome our distinguished panels and hope that you can provide us with the information we need to fight against the drastic cuts which the Administration has recommended for the field of libraries and information sciences.

Mr. SIMON. We are very pleased to have witnesses here today. Our first panel: Mr. William Asp, the director of the library division of the department of education, St. Paul, Minn.; Mr. Joseph Shubert, State librarian and assistant commissioner for libraries of the New York State Library; Mr. Elliot L. Shelkrot, the State librarian, State Library of Pennsylvania; Mr. Jim Nelson, State librarian and commissioner for the Kentucky Department of Library and Archives; Mr. Richard Cheski, director of the Ohio State Library; and David Neil McKay, director of the department of cultural resources for the division of State libraries of Raleigh, N.C.

If the six of you could take your place as a panel at the witness table, we will proceed. Mr. Asp, we will start with you.

#### STATEMENT OF WILLIAM ASP, DIRECTOR, LIBRARY DIVISION, DEPARTMENT OF EDUCATION, ST. PAUL, MINN.

Mr. ASP. Mr. Chairman, my name is William Asp. I am director of the office of public libraries and interlibrary cooperation of the Minnesota Department of Education.

Mr. SIMON. Let me just say for these witnesses and any future witnesses, we will enter your statements in the record. If you wish to summarize them, that leaves a little more time for questioning. If you wish to read them, you may proceed as you choose.

Mr. ASP. Mr. Chairman, with your permission, I would like to enter my statement into the record and I will summarize it.

Mr. SIMON. It will be entered in the record.

Mr. ASP. Thank you.



I appreciate the opportunity to testify today and to express alarm that the President's budget does propose zero funding for the Library Services and Construction Act. If the Congress were to enact the President's recommendation, virtually every person in Minnesota, 4 million people, would experience a reduction in the quality of library service and the availability of library service.

The President's budget lists the Library Services and Construction Act with other programs proposed for termination with the statement that these programs "have achieved their objectives or are more appropriately the responsibilities of States, local governments, or private institutions."

Such is definitely not the case in Minnesota. LSCA is still needed as a catalyst to bring library services to persons who do not have it, to improve library services which are substandard, to help insure continuation of resource-sharing programs.

Minnesota and its cities and counties are in no position to assume the cost of lost Federal funds. We are dealing with revenue shortfalls in the State of hundreds of millions of dollars. These have been dealt with by increasing taxes and with large budget cuts, but the capacity is just not there to provide these services from State funds or from local funds.

LSCA in Minnesota has had a major impact in bringing library service for the first time to more than 1 million people and improving the quality of services for 4 million people. The elimination of LSCA would clearly result in fewer materials acquired for the libraries, reduced hours of opening, and layoff of library staff members.

The 35 bookmobiles operating in the State, most of them purchased with LSCA funds and most of them dependent on LSCA funds for some percentage of their operating cost, would be curtailed sharply. Books-by-mail programs which bring materials to the mailboxes of the homebound and those in isolated areas would be reduced as well.

In addition to depending on LSCA funds for partial costs of operating books-by-mail service, these services have been affected by the increase in the cost of postage, because Congress is not providing funds to the Postal Service to allow for the phased increases in postage. The postal rates have gone up for the first pound of library materials by 50 percent in the last 12 months.

So these programs are threatened now and will be further threatened with the termination of LSCA.

Special users in Minnesota, as throughout the country, have experienced improved library services because of LSCA. The blind and physically handicapped have programs such as the Minnesota Radio Talking Book which receives some support from LSCA and provides the reading of daily newspapers and current periodicals to the blind. This service could be in jeopardy.

The 11 Indian reservations receive bookmobile service, thanks to LSCA, and many of the people in this culture, which is traditionally a nonreading society, are becoming interested in library materials and are using the service as well.

A study of the Library Services and Construction Act title I that was done about a year ago for the U.S. Department of Education suggested that there is a continuing need for a Federal role in im-



proving library services in institutions and for the persons with special needs.

In most States and in Minnesota we have developed extensive resource-sharing systems so that local libraries are linked with one another, and with libraries statewide, to provide an interlibrary loan service. Because of cuts in the State budget, it has been necessary to transfer almost entirely the operating costs of one of these systems, the public library access network, to LSCA funds. Without those funds, it is likely that that system, which provides about 30,000 items a year that local and regional libraries can't provide, that that system would have to be terminated, depriving people then of access to those materials.

It seems that Minnesota is probably similar to a number of other States that are experiencing severe financial problems at the State level. We have had in the past few months a \$768 million shortfall in tax revenues in the State. The Minnesota Governor and the Minnesota Legislature have dealt with this shortfall through increasing State taxes in a State that is already characterized as a high-tax State, and through cuts in budget.

Already, the State library agency budget has been cut 15.3 percent, and the State has had to reduce its appropriations for aid for public library services and for multitype library cooperation by 7.8 percent.

Tuesday morning's Minneapolis paper reveals that we are about to have another budget shortfall or revenue shortfall of \$208 million, bringing our shortfall, then, to a total of almost \$1 billion.

Clearly, we are in no position to assume the cost of LSCA or any other Federal programs that are being lost. The State's appropriations for aid to cities and counties are even larger in percentage cuts than they are for libraries. The cities and counties aids have been reduced 11.1 percent for fiscal year 1982 and an additional 7.8 percent for fiscal year 1983.

So LSCA cuts or LSCA elimination, on top of these State reductions, will be simply devastating.

The Federal Government does have a role to insure that every person in America has access to at least a minimum level of library service. LSCA and the Minnesota Library Grant Program is about 26 percent of our total expenditures. It is these Federal funds that make a big difference, and they must be continued.

LSCA is a vehicle for addressing Federal priorities as varied as literacy on the one hand, and use of new technology for people on the other hand. Yet LSCA is flexible in allowing each State to address issues and needs in terms of the priorities and needs of that State.

We are concerned, too, that another very important Federal role, that of planning and policy development, is also in jeopardy by the President's budget. The National Commission on Libraries and Information Science is also proposed in the President's budget for zero funding in fiscal year 1983.

It is the National Commission that advises the President and the Congress on policy matters relating to national information policy, developing overall plans for meeting the information needs of Americans, and coordinating activities at the Federal, State and local level. Elimination of the National Commission would be short-

sighted, indeed, and I would urge you to continue to fund the National Commission.

There is a need for Federal assistance for library development in America. While much has been accomplished with LSCA, much remains to be done. States like Minnesota, facing serious budget problems at the State and local level, simply do not have the capacity to replace lost Federal funds with State funds. The Federal, State and local partnership that has developed under LSCA must be continued.

I urge you to fund the Library Services and Construction Act for fiscal year 1983.

Thank you for the opportunity to testify today.

[Prepared statement of William Asp follows:]

PREPARED STATEMENT OF WILLIAM G. ASP, DIRECTOR, MINNESOTA OFFICE OF PUBLIC LIBRARIES AND INTERLIBRARY COOPERATION

My name is William Asp. I am Director of the Office of Public Libraries and Interlibrary Cooperation in the Minnesota Department of Education, the state library agency in Minnesota. I am the immediate past Chair of the Chief Officers of State Library Agencies, the national organization of the persons from each state who, among other responsibilities, administer the state's program under the Library Services and Construction Act. In addition, I am the Vice Chair of the White House Conference on Library and Information Services Task Force, the national organization urging implementation of the sixty-four resolutions passed at the White House Conference and the resolutions passed at the state and territorial pre-White House Conferences.

I appreciate the opportunity to testify today, to express alarm that the President has proposed zero funding for the Library Services and Construction Act in fiscal year 1983 and rescission of funds in fiscal year 1982. If the Congress adopts the President's recommendations, the quality and availability of public library services to 4,000,000 Minnesotans will decline sharply. Some 7,000 blind and physically handicapped persons in Minnesota will be affected by reduced library services, as will more than 5,000 patients and residents in state hospitals and more than 2,200 inmates in state corrections facilities. Minnesota will lose an estimated \$1,600,000 over the remainder of fiscal year 1982 through fiscal year 1983.

In the President's budget, the Library Services and Construction Act is listed with other programs proposed for termination with the explanation that these are programs which "have achieved their objectives or which are more appropriately the responsibilities of states, local governments, or private institutions." Such is definitely not the case in Minnesota. While LSCA has stimulated the extension and improvement of public library services and has stimulated the sharing of resources among all types of libraries, much remains to be accomplished. LSCA is still needed as a catalyst, and through LSCA the Federal government helps ensure at least a minimum level of public library service. Minnesota and its cities and counties, dealing with revenue shortfalls of hundreds of millions of dollars through large tax increases and large budget cuts, simply do not have the capacity to replace lost LSCA funds with state and local funds.

PUBLIC LIBRARY SERVICES

Under LSCA, public library services have become available for the first time to nearly one million Minnesotans. Yet, more than 130,000 rural Minnesotans remain with no public library service. LSCA continues to be needed to stimulate extension of service to these persons.

Thanks to LSCA, improved public library services are available to nearly 4,000,000 Minnesotans. LSCA funds, state appropriations and local funds have allowed public libraries to triple the size of their materials collections. Book collections have improved in quality, and in many public libraries audiovisual materials such as films, audio and videocassettes have been purchased with LSCA funds. Despite these improvements, few Minnesota public libraries meet state or national standards for collection size, staff or hours open for service. Use of Minnesota's public libraries increases steadily. LSCA continues to be needed to stimulate improved public library services. Elimination of LSCA would result in fewer books,

magazines and audiovisual items acquired, reduced hours of opening and lay-off of public library personnel.

Today, thirty-five bookmobiles, most purchased with LSCA funds, travel the highways and rural roads of Minnesota bringing library services to persons in small towns and at country crossroads. Increased gasoline prices in recent years have threatened the continuation of bookmobile service, but the availability of LSCA funds has helped to keep the bookmobiles rolling. Elimination of LSCA would result in sharp curtailment of bookmobile services.

Books-by-mail programs, many supported by LSCA funds, bring library materials to the mailboxes of homebound persons and persons in isolated rural areas. Continuation of this service is already threatened because Congress has not provided the money needed to continue the phasing of the library postal rate through 1987 as scheduled. Over the past twelve months, the cost for the first pound at library rate has increased fifty percent. Elimination of LSCA would result in elimination of books-by-mail service in several public library systems.

#### SPECIAL USER NEEDS

LSCA has stimulated improved public library services for persons having special needs, including the blind and physically handicapped, the disadvantaged and the institutionalized. For the blind and physically handicapped, LSCA funds assist in supporting operation of the Minnesota Radio Talking Book, a statewide radio broadcasting service over which daily newspapers and other current materials are read. LSCA funds have provided extensive cassette duplication facilities at the Minnesota Library for the Blind and Physically Handicapped. LSCA funds provided at the Duluth Public Library a Kurzweil Reading Machine which translates the written word into speech, opening the library collection to blind persons for the first time.

All eleven of Minnesota's Indian reservations have public library services supported by LSCA funds. Recently, a mother on the White Earth Indian Reservation wrote to the director of the regional library system to express her delight that, thanks to the bookmobile, her sons have started to read. Teachers of adult basic education and Head Start have also written to affirm the importance of this service in the education of Indian adults and children.

LSCA funds have strengthened library services in Minnesota's nine state hospitals and six correctional facilities. Collections of books, magazines and audiovisual materials have improved. Audiovisual equipment has been purchased. Staff have been trained to work more effectively with patients and inmates.

Elimination of LSCA would result in sharp curtailment of library services for persons having special needs. A recent evaluation of LSCA Title I (Applied Management Sciences, "An Evaluation of Title I of the Library Services and Construction Act: Final Report, January 1981") prepared for the U.S. Department of Education concluded that "there is significant need to improve the quality of library services for institutionalized persons and that there is a continuing need for the Federal presence (LSCA Title I) in this area." (p. 9.7) The study also suggests that continuation by local public libraries of services to special groups such as the aged are to some degree dependent on LSCA Title I funding. (p. 9.17)

#### RESOURCE SHARING

Sharing of library resources at regional and statewide levels have allowed libraries to better serve users. LSCA has stimulated the development of cooperative programs and library networks. Users of Minnesota's public libraries request more than 150,000 items each year on interlibrary loan. Approximately 100,000 of these requests are supplied from libraries within a particular region, with the remainder supplied by state level systems. The Public Library Access Network (Planet) provides materials from public libraries and private college libraries in the Minneapolis-St. Paul metropolitan area to persons in other areas of the state. The Minnesota Interlibrary Telecommunications Exchange (Minitex) provides materials from the University of Minnesota Libraries and other Twin Cities libraries, as well as other services such as data base development. Due to state budget reductions, Planet is now supported almost entirely from LSCA funds. Elimination of LSCA could result in the elimination of Planet, depriving thousands of people access to the information they need. Minitex is partially supported by LSCA funds, and elimination of LSCA would curtail the services of Minitex to public library users.

Since 1979, the Minnesota Legislature has appropriated funds to encourage all types of libraries to work together to share resources. More than 400 academic, public, school and special libraries in business, government and health care facilities are now working together in seven multi-type library systems. Currently, approxi-

7

mately fifty-two percent of the operating costs of these systems are met by state funds, and approximately forty-eight percent of the costs are met by LSCA Title III funds. Elimination of LSCA would result in drastic reductions in system services. Interlibrary loan, delivery of materials, data base development, communications systems, cooperative long range planning and other system services would be reduced or eliminated. Ironically, it is cooperative services such as these that allow local libraries to make the best possible use of local money and to improve services to users in a cost effective manner.

#### STATE FUNDING

If LSCA is eliminated, it is extremely unlikely that Minnesota could replace any LSCA funds with state funds. Instead of increasing state spending, Minnesota's Governor and the Minnesota Legislature have found it necessary to increase state taxes, while reducing state services and state appropriations. Minnesota has long been characterized as a high tax state. Taxes were increased and budgets were cut in January, 1982, in order to cope with a revenue shortfall of \$700 millions. A new revenue projection, to be released this week, is anticipated to reveal a new shortfall of several hundred million dollars. This time it appears that no taxes will be increased. Budgets and services will be cut even more.

Already the operating budget of the state library agency has been cut 15.3 percent. State appropriations for public library services and multi-type library systems have been cut 7.8 percent. State appropriations of general government aid to cities and counties have been cut 11.1 percent in fiscal year 1982 and 7.8 percent in fiscal year 1983.

Library services in Minnesota already are crippled by budget cuts. Elimination of LSCA funds on top of the cuts in state funds would be devastating.

#### A FEDERAL ROLE

Under LSCA, the Federal government stimulates the development and improvement of public library services throughout the nation. Although appropriations for LSCA have been very small compared to most Federal programs, the funds are catalytic, stimulating improved state and local funding. In Minnesota in fiscal year 1981, approximately 26 percent of funds for library development grants were LSCA funds and approximately 74 percent were state funds. It is these funds that have initiated many services, promoted innovation and supported improvement of library services. The Federal funds make a big difference, allowing libraries and library systems to develop services beyond the capacity of their local funds and to develop cooperative services that benefit all libraries, large and small. The need for LSCA as a catalyst remains.

LSCA is a vehicle for addressing Federal priorities, as varied as literacy and the use of new technology. Yet LSCA is flexible in allowing each state to develop a state plan for use of the funds that is responsive to the circumstances and needs of that state. LSCA resembles a block grant in which a variety of programs have been consolidated into a few titles and specific decisions on use of funds are made at state and local levels. Through LSCA, the Federal government exercises its important role of helping to ensure at least a minimum level of public library service for every American.

Another very important Federal role, planning and policy development, has been exercised at the Federal level by the National Commission on Libraries and Information Science (NCLIS). Regretably, the President's fiscal year 1983 budget also proposes zero funding for NCLIS. The NCLIS budget request was for only \$700,000. NCLIS advises both the President and the Congress on the development and implementation of national policy, developing overall plans for meeting national library and information needs, and coordinating activities at the Federal, state and local levels in meeting these needs. In one activity alone, assisting in the implementation of Public Law 96-511, the Paperwork Reduction Act, NCLIS has probably saved the Federal government several million dollars. Elimination of NCLIS would be shortsighted, indeed. I urge you to fund the National Commission on Libraries and Information Science for fiscal year 1983.

#### CONCLUSION

There is a continuing need for Federal assistance in the development of adequate library and information services for all Americans. While much has been accomplished under LSCA, much remains to be done. States like Minnesota simply do not have the capacity to replace with state funds Federal funds that are lost. The Feder-

al, state and local partnership for the development of library services that LSCA has fostered must be continued. I urge you to fund the Library Services and Construction Act for fiscal year 1983.

Thank you for the opportunity to testify today.

Mr. SIMON. Thank you, Mr. Asp. And if I can just add as a sideline here, your Governor is a former member, a very active member of this committee, Al Quie. And if I can add, one of the reasons for your difficulty is that you made the decision to index tax rates up there, and we have made that decision down here, to start that in 1985, and if we think we have troubles in fiscal year 1983, wait until fiscal year 1985 arrives and we will have real problems.

I am going to ask my colleague from North Carolina to introduce Mr. McKay.

Mr. ANDREWS. Thank you, Mr. Chairman. That is a distinct privilege.

Ladies and gentlemen, it is a pleasure for me to introduce David McKay, who is State librarian in my home State of North Carolina. David came to North Carolina from Minnesota, having been there for some 6 years, I understand, and also worked in Brazil as a Cultural Affairs Officer with our State Department, and I believe he is originally from California.

David has had a very special interest during his tenure in North Carolina in promoting cooperation between all kinds of libraries—public, academic, special-purpose libraries, school libraries, and so forth. He has also been very active, of course, as I am sure all of you have, in promoting State aid as well as Federal aid to these programs.

I understand among other things David is an outstanding tennis player. If the weather gets a little better and you have a little time, you might invite him to a game. We are glad to have you with us.

#### STATEMENT OF DAVID NEIL MCKAY, NORTH CAROLINA STATE LIBRARIAN

Mr. MCKAY. Thank you, Congressman Andrews. I have a very nice thing to say. I want to bring the greetings of the Governor—he knew that I was going to testify today—and Sarah Hodgkins from the department of cultural resources.

I hope that you won't take this agenda back because it says that I have her job, and I am in no way seeking that.

I would like to summarize my remarks.

Mr. SIMON. That would be fine, and we will enter your full statement in the record. We appreciate that, because we have some time problems here today.

Mr. MCKAY. There are two items. North Carolina is a rural State and has not been the most affluent State, but has long had State and local participation in basic public services—transportation, public schools. The public schools are totally financed by the State, and since 1941 the State and local governments have worked toward gaining minimum library services in the State with great sacrifice and great effort, but North Carolina still needs twice the books, twice the staff, and double the space, collections and staff to meet minimum standards.



So our money on the State and local level goes at basic service, and we have used our Federal appropriations very much within the scope of the act itself, to reach out to those who are geographically isolated. As an example of that, we have a branch library in a marine resources center in Bogue Banks down on the coast. We have some marvelous programs reaching out into Appalachia, books-by-mail and special information programs.

We also support cost-effective statewide programs. One that has had the support of our Governor, James B. Hunt, Jr., is for summer reading. We invest annually the grand sum of about 20 cents in a statewide program and get about 100,000 youngsters involved in an adventure. We have business interested in it. Those who completed the reading last year went to Carowinds down in Charlotte. Next year, those who complete it will go to the zoo in Ashboro.

It was just yesterday that the final public service announcements of Governor Hunt were finished, and we are very proud of that, and that program received national recognition and a national award.

Many States are very well developed in the cooperative area. North Carolina is just terminating its critical planning stage. What we are trying to do is to prevent duplication in the State. We have vast resources. We have fine university libraries, technical institutes, community colleges, some good public libraries. We want them compatible in systems. We want to prevent duplication.

We have a fine program that started in 1935. Duke and North Carolina do not buy the same things. In fact, their hit rate, their match rate on books probably does not exceed 10 percent. So while they each own about 2 million-plus volumes, that is an enormous resource. They both subscribe to 35,000 journals.

Mr. ANDREWS. Is that in your written statement?

Mr. MCKAY. No, sir; I am just winging it.

This program for us is the total "other" for library development, for education, for planning, for research, for reaching out. We have a fine foreign language center, for example, down by Fort Bragg. It is in the Cumberland County Public Library. It has books in 70 languages and their circulation is going up about 150,000 percent per year. They are also a center for teaching English as a foreign language. We located the center there because the county commissioners were gracious enough to offer the space, and we thought that most of our foreign-born residents were located in that area. But 90 percent of their circulation is outside the county, throughout the whole State.

These things are important to us. I have something with which I hope to draw a tear in closing here.

We have achieved a great deal with this partnership—State, local and Federal. But we have a great distance to go to provide the kind of library service our citizens need and want, and the kind of programs and projects that the Library Services and Construction Act allows are essential if we are ultimately to succeed.

Our libraries are not a frill. They are fundamental to our self-government. They make the first amendment come to life for they guarantee our right to free speech by providing access to what is

spoken. They provide the means of acquiring the information that is essential for the maintenance of a democratic society.

Thank you very much.

[Prepared statement of David McKay follows:]

PREPARED STATEMENT OF DAVID N. MCKAY, NORTH CAROLINA STATE LIBRARIAN

My name is David N. McKay and I am the Director of the North Carolina State Library which is a Division within the Department of Cultural Resources, and is also the agency responsible for the administration of the Library Services and Construction Act (LSCA) in North Carolina. I would like to begin by thanking the Subcommittee Chairman, Representative Paul Simon, for the opportunity to speak here today, and I want especially to recognize our own Congressman from the Fourth District, Ike F. Andrews, for his work on the Subcommittee and his years of support for library programs.

It is my understanding that this hearing is in response to the Administration's proposal that several library programs, including LSCA, are scheduled for termination in fiscal year 1983 because they are programs which have achieved their objectives or which are more appropriately the responsibilities of states, or local governments. Further, that the Subcommittee wants to discover the probable impact of such a termination.

The Subcommittee is not the only agency to request such an impact statement. In fact, since the Administration's proposed budget was unveiled, the North Carolina State Library has been asked by citizens, trustees, and librarians alike, for an estimate of the impact on our state if, in fact, the Library Services and Construction Act were to be zero funded in 1983. Any such estimate would have to rely on a forecast of the ability of state and local government to underwrite lost federal revenue. While I must admit that the State Library's expertise is not in the area of economic forecasting, the fact is that our state tax revenue collections have dipped below the level upon which this year's appropriations were based and that reports from public library directors around the state fail to contain any encouraging signs of local government underwriting any new or expanded programs.

We in North Carolina feel that LSCA, since its establishment in 1956, has been a success story. We feel also that it is needed as much today as in the past. So, leaving the economic forecasting to others, I would instead like to summarize briefly the way LSCA appropriations are allocated in our state as a way of demonstrating the value of this program.

In North Carolina, state and local appropriations are used for basic library services. In the past two decades, however, even though state and local funds have increased ten-fold, our public libraries still need twice the staff, twice the space, and double the collections of books and other materials to come up to minimum standards. It cannot be overemphasized that state and local appropriations are committed absolutely to achieving basic minimum library service. Federal funding, therefore, is used to enhance our basic library programs, and we have been very careful in directing federal funds to achieve the objectives contained in the Act. That is, to reach those citizens for which normal service is inadequate, to reach out to those who are geographically isolated, to create a network that embraces all types of libraries to jointly serve all of our citizens, and to improve the planning and administration of library programs.

This year North Carolina's total federal appropriation under LSCA is \$1,791,621. This includes \$1,503,693 for public library development and \$287,928 for multitype library cooperation. Of this total, 84 percent is allocated in direct grants and direct support of special projects. The special projects include outreach service to the elderly in Appalachia, to preschoolers in our urban centers, and even underwrites a branch library in a Marine Resources center at Bogue Banks on the Carolina coast.

Totally funded by LSCA is a foreign language center located close to Ft. Bragg in Cumberland County. This Center contains over 20,000 books as well as cassette tapes, records, filmstrips, magazines, and posters. The collection includes works in over 70 languages as well as being a clearinghouse for materials on teaching English as a second language. This Center serves all of North Carolina with 90 percent of its circulation outside of the local library district. Last year the circulation was approximately 40,000 and I might add that the circulation is increasing at approximately 150 percent per year.

Another program totally funded with LSCA, of which we are very proud and for which we won a national award, is our children's summer reading program. With the strong support of our Governor, James B. Hunt, Jr., and cooperation of the



schools, we will enroll over 100,000 boys and girls in a carefully designed summer reading adventure.

LSCA appropriations also fund the core of our statewide library network: The principal tool for locating books held by our universities, community colleges, and public libraries is the North Carolina Union Catalog, and access to the Union Catalog as well as reference backup is via the North Carolina Information Network WATS lines.

LSCA augments our service to the blind and physically handicapped and underwrites materials and consulting services for the institutionalized (be they in hospitals, rehabilitation centers, or correctional institutions).

In our rapidly changing world, the need for continuing education of our professional librarians to take advantage of the newer technologies and advances in management techniques has been met via an LSCA program sponsored by the North Carolina State Library.

One of our principal responsibilities is the planning and coordinating of cooperative activities within the state and representing North Carolina's libraries in regional and national networking activity. While networking is developed in some areas of the nation, North Carolina is just entering a critical planning period in network development; one aimed at eliminating duplication of effort, insuring compatibility of systems, and guaranteeing access for all of our citizens. This effort, too, is wholly funded by the LSCA appropriations.

As you can see, LSCA is fundamental to library development in North Carolina. We have created a partnership between the local, state, and federal levels of government that is allowing us to reach out to young and old alike, is allowing us to serve the unserved, and is leading to better planning for total library development.

Our libraries grew from a realization of our citizens that in a democracy it is necessary to be wise as well as free and also from the fact that individually a library was not within the economic reach of the common man. Today with the price of the average trade book at \$24 and an average yearly periodical subscription at \$40 (not to mention the cost of magazines, micrographics, or a computer terminal), an adequate library is still out of the reach of all but the rich.

We have achieved a great deal with our partnership but undeniably we have a distance to go to provide the kind of library service our citizens need and want, and the kind of programs and projects that the Library Services and Construction Act allows are essential if we are ultimately to succeed.

Our libraries are not a frill, they are fundamental to our self-government. They make the First Amendment come to life, for they guarantee our right of free speech by providing access to what is spoken. They provide the means of acquiring the information that is essential for the maintenance of a democratic society.

Mr. SIMON. We thank you very much.

I will call on my colleague from New York to introduce Mr. Joseph Shubert.

Mr. PEYSER. Thank you, Mr. Chairman.

I am pleased that Mr. Shubert is here with us today and I want to take the occasion at this time of mentioning something: that New York State has played a key role in working to release library funds from the impoundment procedure. Just a few minutes ago the GAO notified me that their original findings on illegal impoundment by the administration of \$20 million of library funds, on review, and they have just made an extensive review at the request of OMB; that they will be releasing their report within the next 2 days, but that they are reaffirming their position that the impoundment is illegal.

Based on my talks with Mr. Baker in the White House just a week ago, he personally told me that if the GAO supported their position on review that he would see to it that the funds would be released. So I am going to hold Mr. Baker to that, Mr. Chairman, and I would like to have it in here as part of the record.

With that, I would like to introduce Joseph Shubert.

**STATEMENT OF JOSEPH SHUBERT, STATE LIBRARIAN AND ASSISTANT COMMISSIONER FOR LIBRARIES, NEW YORK STATE LIBRARY**

Mr. SHUBERT. Thank you. I would like to enter my statement and excerpt a few of the points I made in it.

Mr. SIMON. Fine. Your full statement will be entered in the record.

Mr. SHUBERT. Thank you.

The impoundment is the major concern to us at this point because in December when the Congress enacted a continuing resolution we adjusted our plans for a 4-percent cut in operations. But then an impoundment that withholds one-third of the funds for the State puts every library service in jeopardy if it is dependent on LSCA funds.

It is at this point in a recession that that kind of cut in library services hits hardest at the library services that people use in a recession. People come to their libraries to find information they need to get and hold jobs, to economize, to fix up a room because they can't afford a contractor, to stretch their food dollars, and to make a sound decision on a purchase.

But the libraries they come to have fewer books, are not buying the things that are needed, and are therefore unable to provide the information that people need. They may be open fewer days and hours, and they don't have the staff needed to serve those people.

Libraries throughout the State are having this kind of a problem. During an impoundment situation, vacancies are not filled, fewer books are purchased, hours of services are reduced.

The Langston Hughes Library in Queens is one of the most active community libraries and cultural centers in the Nation. I was in there a couple months ago and it was crowded with adults using books, newspapers, reference services, there were kids and there were volunteers up on the second floor in the homework assistance tutoring program. They flood in there after school closes and they are in there on schedule, even into the early evening. You see in there young people who are exploring their black heritage, persons of all ages meeting their members in the legislature, and community leaders.

That library is supported largely with gifts and volunteer services. Last year it received \$132,000 in LSCA funds and \$60,000 in State funds. The State funds were renewed by our legislature last month, and under the impoundment we have been able to make an interim grant of \$26,000. But this means that book purchases are suspended, the waiting list for the homework assistance program grows longer, and everybody there is asking about the future of that service.

The same thing is true in the rural areas of the State. Energy does not reach the library, and in Clinton County, up in the Adirondacks, they have reduced the bookmobile mileage and actually the bookmobile service has been cut in half.

Another thing in our libraries is the job information centers that were organized over the last decade or so. These centers bring together current, understandable information needed by people who are looking for jobs, skill books, sample tests, practi-

cal advice on interviews, job search techniques, and even how to get along in the workplace.

They work with the Department of Labor. They receive weekly the microfiche listings of jobs open in that part of the State, and in some cases statewide. They usually work with other community organizations which have tutoring programs, that have counseling services, and in Westchester County, for instance, they work with a whole series of educational institutions and have set up job and information center services, including a hotline telephone service. Last year that service served some 89,000 adult users during the year. We had two people on those lines, and they were in a position to tell people about how to get information.

Because of the impoundment and because of the reduced grant under which they are operating, they have had to terminate two of those positions and they staff that hotline for 3 hours a day at this point.

Now, these are programs which I have described which really get services to people who use conventional material, the books and journals that you and I read. And yet in our State we have large numbers of people whose primary language is other than English. About half the residents of New York City have a mother tongue other than English, some 25 languages from Arabic to Chinese, Vietnamese and Yiddish, and the libraries are expected and must have materials in those languages.

These libraries use those materials in working with volunteer agencies. For instance, in Queens there is a volunteer Jewish refugee resettlement organization which works with Russian emigres in helping them find jobs and get into the community.

The LSCA funds have enabled us to use technology in a variety of ways. Getting control of locations of books has been very important. The acquisition of Kurzweil reading machines has enabled blind people to read and to operate independently, and it opens to them the whole range of printed material. That has been particularly important.

A couple weeks ago I met a young man who was blinded in an accident, and because of the Kurzweil machine and because of talking books he was able to complete his university degree this month.

The LSCA funds have been available to us on a partnership basis, and together with State and local funds they help our libraries to meet three rapidly rising costs: personnel, materials, and energy. Automation programs are getting at our personnel costs over the long haul. Energy is a particularly difficult problem for us, and today it is not uncommon to find that the public library spends more for heating oil than it does for library materials.

We hope for an early end to that uncertainty on impoundment and we much appreciate Mr. Peyser's efforts, and those of others, to secure the release of these funds.

[Prepared statement of Joseph Shubert follows:]

PREPARED STATEMENT OF JOSEPH F. SHUBERT, NEW YORK STATE EDUCATION DEPARTMENT

My name is Joseph Shubert. I am the State Librarian and Assistant Commissioner for libraries in the New York Education Department. In that position I am responsible for the programs of State and Federal aid to libraries in New York and for

the planning of Statewide library services. In addition, I am responsible for the operations of the New York State Library. This library, the only State Library that is a member of the Association of Research Libraries, serves both as the library of last resort and the nucleus for the New York State interlibrary loan network, and serves New York State government through the provision of a major research collection and extensive reference assistance. I appreciate the opportunity to talk with you today about the ways in which reductions and uncertainties in the LSCA program are affecting library services.

We understand the economic and fiscal realities that we all face. In December we adjusted programs to live within the 4 percent reduction in funds under the December 15 continuing resolution. Under the \$60 million appropriation for LSCA Title I (public library services), we estimate New York would receive just under \$4 million—about \$383,000 less than we received in fiscal year 1981. This reduction, along with increasing expense, requires curtailments and austerity. But subsequent Administration action impounding more than one-third of the state's fiscal year 1982 LSCA funds is devastating—it jeopardizes library services in every county of our State.

LSCA Title I funds support two types of programs in New York State: Services administered by the public library systems (68 programs totaling \$3,324,961 in fiscal year 1981), and statewide services provided by the New York State Library (5 programs totaling \$832,719 in fiscal year 1981). The services administered by the public library systems usually operate on grants paid on a calendar year basis. Because of the impoundment they now operate on interim reduced grants which enable the systems to keep services operating, at least on a reduced level, and to keep staff in place.

The impoundment threatens vitally needed on-going services. Vacancies are not filled, fewer books are purchased, hours of service are reduced—access is limited at a time when we should be making it easier to use libraries. For example, the Langston Hughes Library in Queens is one of the most active community libraries and cultural centers in the nation: It is crowded each day with adults using books, newspapers, and reference services, with children and volunteers in the "homework assistance" tutoring program, with thoughtful young people exploring their Black heritage, with persons of all ages involved in programs, discussions, and activities concerned with their community. This library is supported by gifts and volunteered services of many people. Last year it received \$132,000 in LSCA funds and \$60,000 in State funds. The state funds were renewed by the Legislature last month, and we have made an interim LSCA grant of \$25,708. Book purchases are suspended, the waiting list for homework assistance grows longer, and all concerned ask about the future of the services.

We face a crisis. If LSCA funding is held to the President's level, libraries in New York State will eliminate 65 positions in public library systems this year and an additional 147 positions in 1983.

These reductions and the proposed 1983 termination hit hard at the library services people turn to first in a recession. People come to libraries to find information they need to get and hold jobs, to economize, to fix their own roof because they can't afford a contractor to patch their food dollars, or to make a sound decision on a major purchase. But the libraries they come to buy fewer current books and therefore may not have the current information they need, are open fewer days and hours, and do not have the staff needed to assist with their search for information.

Libraries in towns and rural areas share the problems of the Langston Hughes Library. Energy costs have forced cutbacks in bookmobile service. In Clinton County in the Adirondacks, increased gasoline costs forced reduction in bookmobile mileage and have cut service in half.

Libraries of all sizes have responded to people's needs by establishing job information centers services—the first was started in Yonkers and now there are more than 50 of these centers in communities across the state. The centers bring together current understandable information needed by job seekers: skills books, sample tests, and practical advice on interviews, job search techniques, and getting along in the workplace. Through cooperation with the State Department of Labor, the centers have current microfiche information on job openings. Many use volunteers and cooperate with schools and other agencies to provide access to tutoring and other individualized services which may mean the difference between qualifying for or being shut out of job openings. The Westchester Library System used LSCA funds to create a job and education information network enabling users to phone or visit any one of eleven centers to find reliable information on education and training opportunities. The centers serve some 1500 users a week and last year 89,000 adult learners used the services. These services are essential, yet the Westchester Library System

has had to stop book purchases, terminate two positions, and reduce its adult education hotline. The 24-hour hotline last year enabled two staff persons to provide information and referral service to some 700 persons each month. Now the staff is reduced to three hours per day. These are services which can make citizens more self sufficient and productive—they must not be terminated.

These programs are for the most part aimed at large numbers of people who use conventional library materials—the books and journals you and I read with ease. One of the realities we face, however, is that many of our libraries must serve increasing numbers of people who do not read or speak English easily or who may need special help to get the information they need. About half of the residents of New York City have a mother tongue other than English, and some 25 major languages from Arabic and Chinese to Vietnamese and Yiddish are spoken by our people. Libraries in New York City work with community and social agencies such as a Russian Jewish refugee organization helping new Americans find their way into a productive, satisfying society.

At another level, the Kurzweil reading machine at the State Library enables blind persons to take civil service exams on the same basis as sighted citizens. A recently blinded student in Albany this year completed his University degree in social work because his library makes available talking books and the Kurzweil machine. This mini-computer and optical scanner produces synthetic speech, reading to the blind person. LSCA and State funds purchased two machines at the New York Public Library, and the "Access Center" is one of the most popular spots in the newly opened Mid-Manhattan Library.

The \$4 million in LSCA Title I funds are vital to public libraries in New York State and throughout the nation. They are targeted to specific needs and build on state and local systems. LSCA funds and solid State support permit New York to make the best use of resources for the largest number of people. The ability of the State library agencies to use LSCA funds according to approved plans tailored to specific needs has encouraged cooperation, coordinated programming, and cost-effective resources sharing services throughout the nation.

LSCA fund help make statewide services available. For example Federal funds help make it possible for us to handle some 147,000 interlibrary loan requests this year and to provide computerized reference service on the same basis as interlibrary loans. We estimate that our library systems make some 2 million books and journals available each year through interlibrary loan. Most of these are at the regional level—one public library loaning to another or to a college library, or a college library loaning to a public or school library. Beyond the regional systems, the State Library and twelve major referral libraries meet the most specialized needs, providing material needed for research important to business and industries, scientists and scholars, and the medical and education communities. Most of the interlibrary loan service is supported by State funds but LSCA support is critical (the Federal funds support three of the 48 positions in our interlibrary loan unit and seven in the computerized reference unit)—withdrawal of LSCA funds could mean imposition of quotas or other restrictions on service. In the long run this service is the most cost-effective way to because it enables libraries to meet user needs through resource sharing.

LSCA funds assist the State Library and the New York Public Library to serve more than 50,000 blind persons, enabling users to become more independent as a result of the services.

These examples illustrate how important Library Services and Construction Act funds are to people in New York State. Together with state and local funds they help libraries meet three rapidly rising costs of operation: Personnel, material, and energy. As a service operation, libraries have been "labor intensive" although automation programs will help us deal with personnel costs over the long haul.

Paper, book, and journal costs increase faster than the general inflation rate. The average cost of a book has increased 102 percent in the last seven years; and the cost of a magazine subscription has increased 113 percent in the same time period.

The high cost of fuel has been particularly devastating. Libraries, often housed in older, less-efficient buildings, must be heated. Today it is not uncommon for a public library to spend more for fuel oil than it does for books!

The State commitment to libraries is high. Currently under consideration by our Legislature are bills to improve services to persons who are blind and disabled, to increase appropriations for coordinated outreach services to geographically, culturally and educationally isolated members of our population, to increase aid for school library system development, and to assist detailed technological planning. I cite these examples to indicate the depth of our State commitment to library services and to point out the direct relationship of Federal Library Services and Construc-

tion Act funds to state and local funding. The flexibility and the additional support received through the LSCA program are critical to library service.

In my opening I spoke of the problems faced because of reductions and uncertainty. We hope for an early end to the uncertainty on impoundment. We must appreciate efforts of Mr. Peyser to secure release of appropriated funds. The suit filed last Friday by New York State and six other states is intended to secure release of the impounded funds.

Henry Fairlie of the the Washington Post last week wrote that "Libraries are again being besieged . . . yet the majority seems to manage only a yawn at another 'Save the libraries plea.'" Millions of people in New York State and throughout the nation depend upon libraries for very practical purposes. In the past weeks I have met with many who are not yawning: the blind university student, a parent on the Langston Hughes board, the mother whose child cannot be accepted in an story hour session that has more children registered than can be accommodated. We cannot be indifferent to their pleas to save their libraries.

Mr. SHUBERT. Mr. Chairman, I would like to enter into the record the text of that complaint which was filed by New York State and six other States last Friday seeking the release of those funds, and also an article from the Albany Times Union recounting the impact of LSCA cuts.

Mr. SIMON. They both will be entered in the record.  
[The information follows:]



UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF COLUMBIA

GORDON M. AMBACH, Commissioner of  
Education of the State of New York

State Education Building  
Washington Avenue  
Albany, New York 12234

GARY A. STRONG, State Librarian for the  
State of California

Civil Action No.

State Education Building  
721 Capitol Mall  
Sacramento, California 95814

GEORGE FIRESTONE, Secretary of  
State of Florida

Plaza Level  
Capitol  
Tallahassee, Florida 32301

JAMES A. NELSON, State Librarian and  
Commissioner

Department for Libraries and Archives  
Frankfort, Kentucky 40602

DAVID W. HORNBECK, State Superintendent  
of Schools of the State of  
Maryland

Department of Education  
200 West Baltimore Street  
Baltimore, Maryland 21201



BRYCE WEICKER, Chairman of the Board  
of the State Library Board of Ohio

65 South Front Street  
Columbus, Ohio 43215

ROBERT L. CLARK, JR., Director of the  
Oklahoma Department of Libraries

200 Northeast 18th Street  
Oklahoma City, Oklahoma 73105

Plaintiffs,

-against-

DAVID A. STOCKMAN, Director of the  
Office of Management and Budget

Executive Office Building  
17th Street and  
Pennsylvania Avenue, N.W.  
Washington, D.C.

T.H. BELL, Secretary of Education

400 Maryland Avenue, S.W.  
Washington, D.C.

Defendants.

-----X  
Plaintiffs, for their complaint, allege as follows:

1. This is a civil action for a judgment declaring unconstitutional and unlawful defendants' refusal to allocate all of the monies due and owing to the States of New York, California, Florida, Kentucky, Maryland, Ohio and Oklahoma (referred to together hereinafter as "Plaintiff States") under Titles I and III of the Public Library Services and

Construction Act (20 U.S.C. §§ 351 et seq.) ("LSCA"), which monies were appropriated by Congress for this purpose in the Third Continuing Resolution of December 15, 1981 (P.L. 97-92) for use during the Federal Fiscal Year 1982. Plaintiffs further seek a judgment directing defendants to make all such sums withheld available immediately to the Plaintiff States. Plaintiffs also seek a judgment declaring unlawful and of no effect defendants' Proposed Rescission of February 8, 1982 in so far as it seeks to rescind appropriations for grants to States under Titles I and II of the LSCA.

#### JURISDICTION AND VENUE

2. The Court's jurisdiction in this action is predicated on:

- (a) 5 U.S.C. §§ 701. et seq., because plaintiffs have been aggrieved by defendants' illegal and unconstitutional withholding of funds;
- (b) 28 U.S.C. § 1331, because the controversy between the parties herein arises under the Constitution and laws of the United States;
- (c) 28 U.S.C. § 1361, because this action is in the nature of mandamus to compel an officer or employee of the United States or a federal agency to perform a duty owed to plaintiffs;

(d) 28 U.S.C. §§ 2201 and 2202, because this is a civil action to declare the rights and other legal relations of plaintiffs.

3. Venue in this judicial district is predicated on 28 U.S.C. § 1391(b) and (e) (1) because defendants reside in this district.

#### THE PARTIES

4. Plaintiff Gordon M. Ambach is the Commissioner of Education of the State of New York. He is the chief administrative officer of the New York State Education Department and the chief executive officer of the New York State system of education and of the Board of Regents of the University of the State of New York. He is charged with the enforcement and implementation of all laws and policies relating to New York State's educational system, including those pertaining to the creation, maintenance and operation of the State's public library system. He is responsible for the application for and expenditure of grant awards under Titles I and III of the LSCA.

5. Plaintiff Gary E. Strong is the State Librarian for the State of California. He is the chief administrative officer of the California library system. He is responsible for the application for and expenditure of grant awards to California under Titles I and III of the LSCA.

6. Plaintiff George Firestone is the Secretary of State of the State of Florida. He has ultimate authority over the Florida Division of Library Services and has ultimate responsibility for the application for and expenditure of grant awards to Florida under Title I and III of the LSCA.

7. Plaintiff James A. Nelson is State Librarian and the Commissioner of the Department for Libraries and Archives of the State of Kentucky. He is the administrative officer of the Kentucky library system, and is responsible for the application for and expenditure of grant awards to Kentucky under Titles I and III of the LSCA.

8. Plaintiff David W. Hornbeck is the Superintendent of Schools of the State of Maryland. He is the chief administrative officer of the State's Department of Education. He is charged with the enforcement of all laws and policies relating to Maryland's educational system, including those pertaining to the creation, maintenance and operation of the State's public library system. He is responsible for the application for and expenditure of grant awards to Maryland under Titles I and III of the LSCA.

9. Plaintiff Bryce Weicker is the chairman of the Board of the State Library Board of Ohio. The Board is the ultimate authority for the administration of the Ohio library system. The Board is responsible for the application for and expenditure of grant awards to Ohio under Titles I and III of the LSCA.

10. Plaintiff Robert L. Clark, Jr. is the Director of the Oklahoma Department of Libraries. He is the chief administrative and executive officer of the Oklahoma library system, and is the representative of Oklahoma in all matters pertaining to the duties and services of the State's Department of Libraries. He is responsible for the application for and expenditure of grant awards to Oklahoma under Titles I and III of the LSCA.

11. Defendant T.H. Bell is the Secretary of the United States Department of Education. He has the ultimate authority and responsibility for the enforcement and implementation of the Public Library Services and Construction Act, 20 U.S.C. §§ 351, et seq., and for the allocation of federal grants to qualifying States thereunder.

12. Defendant David A. Stockman is the Director of the Office of Management and Budget. He is charged with the ultimate authority and responsibility for preparing the

federal budget and any proposed supplemental or deficiency appropriations, as well as for assembling, correlating, revising, reducing or increasing the requests for appropriations of the several executive departments or establishments. Under the Impoundment Control Act of 1974, 31 U.S.C. § 1400, et seq., and Executive Order No. 11845 (40 F.R. 13299, March 24, 1975), he is authorized to propose the deferral of budget authority and to submit to the Comptroller General and Congress reports of proposed rescissions and deferrals of budget authority. Upon information and belief, he is responsible pursuant to Executive Order No. 11845 for the President's proposal of February 8, 1982 to rescind appropriations for grant awards to States under Titles I and III of the LSCA for Fiscal Year 1982 ("Proposed Rescission").

#### THE STATUTORY SCHEME

13. The Public Library Services and Construction Act ("LSCA"), 20 U.S.C. §§ 351, et seq., provides for the award of federal grants to assist the States in the extension and improvement of public library services and library construction.

14. States qualify for funding under the LSCA if they have in effect for any fiscal year:

(a) a Basic State Plan, which must (i) provide assurances of the administration of authorized programs by an officially designated State library administrative agency, and of adequate fiscal control, recording and reporting procedures; and (ii) set forth the criteria to be used in determining and assuring the adequacy of public library services (20 U.S.C. §§ 351a(11), 351d);

(b) a Long-Range Program, which comprises a comprehensive five-year program identifying specific library needs and describing the state's policies, criteria, priorities and procedures to be implemented in fulfilling these needs (20 U.S.C. §§ 351a(12), 351d);

c) an Annual Program, which describes the specific activities to be carried out annually toward achieving fulfillment of the Long-Range Program (20 U.S.C. §§ 351a(13), 351d).



In addition, a state must establish a State Advisory Council on Libraries, which represents the state's public, school, academic, special and institutional libraries, libraries serving the handicapped, and library users, and which advises the state library administrative agency on the development of the Basic State Plan and assists in the evaluation of funded activities (20 U.S.C. §§ 351a(8), 351d).

15. Pursuant to Title I of the LSCA, 20 U.S.C. §§ 352-354, the Secretary of Education is required to carry out a program of making grants to qualifying States for (a) the extension of public library services to areas which lack them and the improvement of such services in areas in which they are inadequate; (b) making library services more accessible to those who would otherwise be unable to enjoy them by reason of distance, residence, physical handicap or other disadvantages; (c) adopting public library services to meet particular needs of state residents; (d) improving and strengthening library administrative agencies; and (e) strengthening major urban resource libraries (i.e. public libraries located in cities having a population of 100,000 or more).

16. Pursuant to Title III of the LSCA, 20 U.S.C. §§ 355e, 355e-1, 355e-2, the Secretary of Education is required to carry out a program of making grants to qualifying States for interlibrary cooperation programs.

17. Pursuant to 20 U.S.C. § 351c(a)(1) and (3), the Secretary of Education shall allocate to each State, from Congressional appropriations, a "minimum allotment" for purposes of funding library services, construction and interlibrary cooperation programs.

18. Pursuant to 20 U.S.C. § 351c(a)(1) and (2), the Secretary of Education shall allot the remainder of any sums appropriated for these programs to each State in accordance with the proportion of the national population which the population of each State represents (the "remainder allotment").

19. Grants to the States for the funding of activities and programs under the LSCA are made from each State's total allotment, which is composed of the minimum and remainder allotments. Pursuant to 20 U.S.C. § 351e, the amount of each State's grant is equal to the "Federal share" of the total sums expended by the State and its political subdivisions in carrying out the Basic State Plan. The grant must be awarded by the Secretary to each state which has an approved Basic State Plan, an Annual Program and a Long-Range Program. In addition, for purposes of funding under Title I, the Secretary must also determine that a State will receive a sufficient sum from State and local resources for carrying out Title I activities, and that certain minimum sums will be expended on these activities (20 U.S.C. § 351e(a)(1) & (2)).

20. Pursuant to 20 U.S.C. § 351e(b)(1), for purposes of the funding of programs under Title I of the LSCA, the "Federal share" for any State is equal to 100 per centum less the State percentage. The State percentage is equal to that percentage which bears the same ratio to 50 per centum as the per capita income of such State bears to the per capita income of all the States. The "Federal share" for each state is promulgated by the Secretary of Education every second fiscal year.

21. Pursuant to 20 U.S.C. 355e-1(b), for purposes of the funding of programs under Title III of the LSCA, the "Federal share" is 100% of the cost of carrying out the Basic State Plan for interlibrary cooperation.

#### COMMON ALLEGATIONS

22. In September, 1981 President Reagan submitted a budget proposal for Fiscal Year 1982 in which he urged that nationwide appropriations for grants to states under Titles I and III of the LSCA be limited to \$41,250,000 and \$10,560,000, respectively. Congress debated this proposal, and ultimately rejected it in favor of increased expenditures for these programs.

23. In its Third Continuing Resolution covering budget authority for Fiscal Year 1982 (P.L. 97-92) Congress appropriated \$60,000,000 for grants under Title I of the LSCA and \$11,520,000 for grants under Title III of the LSCA, nationwide. See: House and Senate Committees of Appropriations reports on Bill No. HR4560; House Report 97-251 (9/23/81); Senate Report 97-268 (11/9/81). The Resolution authorized appropriations for the first half of the fiscal year (October 1, 1981 through March 31, 1982). It was approved by President Reagan and was signed into law on December 15, 1981.

24. Of the total appropriations for Fiscal Year 1982 for grants under Titles I and III of the LSCA, as per their Applications for Federal Assistance under the LSCA, Plaintiff States are entitled to receive the following amounts:

	<u>Title I</u>	<u>Title III</u>
New York	\$4,100,000	\$ 770,885
California	5,282,271	1,006,043
Florida	2,291,435	437,541
Kentucky	976,041	187,504
Maryland	1,123,864	220,896
Ohio	2,602,985	496,905
Oklahoma	849,605	166,523

25. Plaintiff States, with the exception of California, have received from the Office of Educational Research and Improvement of the Department of Education Notifications of Grant Awards under Titles I and III of the LSCA pursuant to which they will receive the following annualized amounts for Fiscal Year 1982:

	<u>Title I</u>	<u>Title III</u>
New York	\$2,539,000	\$683,345
Florida	1,497,621	396,898
Kentucky	687,800	174,165
Maryland	761,741	194,502
Ohio	1,638,499	435,646
Oklahoma	603,045	150,855

The Notifications state that these grant awards are based upon total appropriations of \$41,250,000 under Title I and \$10,560,000 under Title III for Fiscal Year 1982.

26. On March 4, 1982, California applied for funding of \$5,282,271 under Title I and \$1,006,043 under Title III. It is estimated that, in accordance with the proportionate allocations to other Plaintiff States, California will be allocated only \$3,460,188 under Title I and \$922,206 under Title III by defendants.

27. Defendants have based the grant awards to Plaintiff States under Titles I and III of the LSCA upon the levels of appropriations initially proposed by President Reagan in September, 1981, rather than the larger sums

actually appropriated by Congress for this purpose. As a result, the grant awards which Plaintiff States receive under Titles I and III for Fiscal Year 1982 fall short of the grant awards which they should receive by the following amounts:

	<u>Title I</u>	<u>Title III</u>
New York	\$1,561,000	\$ 87,540
California	1,822,082	83,837
Florida	793,814	40,643
Kentucky,	288,241	13,339
Maryland	362,123	26,394
Ohio	964,484	61,259
Oklahoma	246,560	15,668

AS A FIRST CLAIM FOR RELIEF

28. Plaintiffs repeat and reallege each and every allegation contained in paragraphs "1" through "27" above.

29. The LSCA requires defendant Bell to make grants to qualifying States for authorized programs in the full amount appropriated by Congress.

30. For Fiscal Year 1982, Plaintiff States each had an approved State Budget Plan, an Annual Program and a Long-Range Program which, inter alia, provided the required assurances, policies, programs and criteria for the expenditures of grant awards under Titles I and III of the LSCA. In addition, each Plaintiff State has established a State advisory council on libraries as required by the LSCA. Plaintiff States have, in all respects, complied with the terms and conditions of the LSCA, and have satisfied all

prerequisites to the eligibility for funding thereunder, as recognized by defendant Bell in the Notifications of Grant Awards.

31. Defendant Bell has arbitrarily and capriciously withheld from Plaintiff States the total sum of \$6,366,984 in grant awards to which they are entitled and required to receive under Titles I and III of the LSCA. This action constitutes an illegal and unauthorized impoundment of funds appropriated by Congress.

32. By virtue thereof, defendant Bell has violated the LSCA, and has illegally deprived each Plaintiff State and its citizens of library services and interlibrary cooperation programs as described in the States' federally approved Annual Program Statements for Fiscal Year 1982.

AS A SECOND CLAIM FOR RELIEF

33. Plaintiffs repeat and reallege each and every allegation contained in paragraphs "1" through "32" above.

34. Article I, Section 9, Clause 7 of the United States constitution provides: "No Money shall be drawn from the Treasury, but in Consequence of Appropriations made by Law . . . ." This provision vests in the Congress the ultimate and exclusive constitutional power and authority to establish specific appropriations, and spending priorities and policies.



35. By virtue of this provision, defendants are constitutionally constrained to make available and to award to qualifying States the full amount of monies appropriated by Congress under the LSCA, in accordance with the manner prescribed therein.

36. Defendants have, without Congressional approval, and in violation of Article I, Section 9, Clause 7 of the United States Constitution and the constitutionally mandated separation of powers, reduced the level of appropriations authorized by Congress on which grants to the States under Titles I and III of the LSCA have and will be made, and withheld in excess of \$19,710,000 in funds appropriated by Congress nationwide.

37. Accordingly, defendants' failure and refusal to award to Plaintiff States their share of the full amount appropriated by Congress under Titles I and III of the LSCA is unconstitutional.

AS A THIRD CLAIM FOR RELIEF

38. Plaintiffs repeat and reallege each and every allegation contained in paragraphs "1" through "37" above.

39. On or about February 8, 1982, President Reagan transmitted to Congress, pursuant to § 1012 of the Impoundment Control Act of 1974 (31 U.S.C. § 1402) ("Impoundment Control Act") a message proposing the rescission of budget authority for grants to States under the LSCA for Fiscal Year 1982 ("Proposed Rescission"). Specifically, the President proposed rescinding budget authority in the sum of \$18,750,000 for Title I funding and \$960,000 for Title III funding. The rationale given in the President's message for this Proposed Rescission is that it is necessary "to reduce government spending as part of the President's program for economic recovery."

40. The effect of the President's Proposed Rescission would be to reduce appropriations for funding under Titles I and III of the LSCA to the levels which he initially and unsuccessfully sought in his September, 1981 budget proposal, and on which defendants have illegally based allotments and grants to the Plaintiff States under these provisions of the LSCA.

34

41. Section 1001 of the Impoundment Control Act (31 U.S.C. § 1400) provides in relevant part:

Nothing contained in this Act, or in any amendments made by this Act, shall be construed as --

\* \* \* \*

(4) superseding any provision of law which requires the obligation of budget authority or the making of outlays thereunder.

42. The LSCA mandates the expenditure of funds appropriated thereunder to qualifying States. Accordingly, the sums appropriated thereunder for grants to qualifying States are not subject to rescission or deferral under the Impoundment Control Act by the President or any agency, officer or employee of the United States.

43. The Comptroller General of the United States, in response to an inquiry from Representative Peter A. Peyser regarding the proposed rescission of budget authority under the LSCA, concluded that the LSCA is a mandatory spending statute and that the Impoundment Control Act is not available to the Executive Branch for the purpose of withholding LSCA funds, (see Exhibit "A" annexed hereto).

44. By virtue of the foregoing, the President's Proposed Rescission of budget authority available under the USCA is unauthorized and illegal, and must be deemed null, void and of no force or effect whatsoever.

AS A FOURTH ALTERNATIVE CLAIM FOR RELIEF

45. Plaintiffs repeat and reallege each and every allegation contained in paragraphs "1" through "44" above.

46. Section 1012 of the Impoundment Control Act (31 U.S.C. § 1402) provides that the President shall send a special message to both Houses of Congress specifying, inter alia, the amount of any proposed rescission in budget authority, the reasons for the proposed rescission, and the fiscal and budgetary effects of the proposed rescission. In addition, that section provides in relevant part:

(b) Any amount of budget authority proposed to be rescinded or that is to be reserved as set forth in such special message shall be made available for obligation unless, within the prescribed 45-day period, the Congress has completed action on a rescission bill rescinding all or part of the amount proposed to be rescinded or that is to be reserved.

47. The "prescribed 45-day period" referred to above means the first period of 45 calendar days of continuous session of the Congress after the date on which the President's special message is received by Congress.

48. Congress received the President's message proposing rescission of LSCA funds on or about February 8, 1982. Congress has not completed action on a rescission bill rescinding all or part of the amount of LSCA funds proposed by the President to be rescinded.

49. By reason of the foregoing, defendants' failure and refusal to obligate the full amount of funds appropriated by Congress under Titles I and III of the LSCA violates the Impoundment Control Act.

AS A FIFTH ALTERNATIVE CLAIM FOR RELIEF

50. Plaintiffs repeat and reallege each and every allegation contained in paragraphs "1" through "49" above.

51. Section 1012 of the Impoundment Control Act (31 U.S.C. § 1402) provides that the special message which the President must send to Congress proposing the rescission of budget authority must specify, inter alia,

(3) the reasons why the budget authority should be rescinded or is to be so reserved;

(4) to the maximum extent practicable, the estimated fiscal, economic, and budgetary effect of the proposed rescission or of the reservation; and

(5) all facts, circumstances, and considerations relating to or bearing upon the proposed rescission or the reservation and the decision to effect the proposed rescission or the reservation, and to the maximum extent practicable, the estimated effect of the proposed rescission or the reservation upon the objects, purposes, and programs for which the budget authority is provided.

52. The only rationale or justification given in President Reagan's Proposed Rescission of appropriations under Titles I and III of the LSCA, (which, on information and belief, was prepared and submitted by defendant Stockman) is that:

It is felt that State and local governments should assume greater responsibility for the provision of public library services, in view of the fact that about 96 percent of the population now has access to such services. Many years of Federal funding and provision of technical assistance have improved the capability of the States to extend services to the underserved. Consequently, a rescission of \$18,750,000 is proposed for this activity.

Resource sharing has become the cornerstone of cost-saving efforts at both the State and local levels; exemplary interlibrary linkages and networks put in place largely through the use of Federal seed money should now serve as models for future development of interlibrary cooperation by the States in other regions. This rescission proposal will, if enacted, reduce interlibrary cooperation by \$960,000.

This rescission proposal is made to reduce government spending as part of the President's program for economic recovery.

53. Such conclusory statements, which lack any basis in fact or any analysis, are insufficient to satisfy the reporting requirements of § 1012 the Impoundment Control Act.

54. Accordingly, the Proposed Rescission is invalid and of no effect.

WHEREFORE, plaintiffs demand judgment against defendants:

A. Declaring illegal and unconstitutional the impoundment, rescission, deferral, denial or withholding by defendants of any funds appropriated by Congress for purposes of grant awards to the States under Titles I and III of the LSCA for Fiscal Year 1982;

B. Declaring illegal and void the President's Proposed Rescission of sums appropriated by Congress for grant awards to the States under Titles I and III of the LSCA for Fiscal Year 1982;

C. Enjoining defendants from impounding, rescinding, deferring, denying or withholding any funds appropriated by Congress under Titles I and III of the LSCA for Fiscal Year 1982;

D. Directing defendants to pay to Plaintiff States their share of the full amounts appropriated by Congress under Titles I and III of the LSCA for Fiscal Year 1982, retroactive to October 1, 1981; and,

E. In the alternative, (i) declaring illegal and void defendants' impoundment, rescission, deferral, denial or withholding of any funds appropriated by Congress under Titles I and III of the LSCA unless and until Congress completes action on an appropriate rescission bill within the



prescribed 45-day period; (ii) declaring illegal and void the February 8, 1982 Proposed Rescission of budget authority under Titles I and III of the LSCA; and (iii) directing defendants to obligate all sums appropriated under Titles I and III of the LSCA for Fiscal Year 1982, and to pay to Plaintiff States their share of such sums, retroactive to October 1, 1981.

F. Awarding plaintiffs the costs, disbursements and fees of this action, and such other and further relief as the Court may deem just and proper.

Dated: New York, New York  
March 4, 1982

THOMAS M. GRIFFIN Chief  
Counsel, Chief California  
Department of Education  
Attorney for Plaintiff  
Strong  
Office & P.O. Address  
State Education Building  
721 Capitol Mall  
Sacramento, Cal. 95814  
By:

THOMAS M. GRIFFIN  
Tel. No. (916) 445-4694

JAMES ANTISTA  
Assistant General Counsel  
of the Secretary of State  
of the State of Florida  
Attorney for Plaintiff  
Firestone  
Office & P.O. Address  
Room 106  
Gray Building  
State Library Building  
Tallahassee, Florida 32301  
By:

JAMES ANTISTA  
Tel. No. (904) 487-1780

ROBERT ABRAMS  
Attorney General of the  
State of New York  
Attorney for Plaintiff  
Ambach  
Office & P.O. Address  
Two World Trade Center  
New York, New York 10047  
By:

PAUL M. GLICKMAN

DANIEL D. KAPLAN  
Assistant Attorneys General  
Tel. No. (212) 488-3442  
488-8064

JAMES A. NELSON  
Plaintiff Pro Se  
 Office & P.O. Address  
 Department for Library &  
 Archives  
 Frankfort, Kentucky 40602  
 By:

JAMES A. NELSON  
 State Librarian and  
 Commissioner  
 Tel. No. (502) 564-7910

STEPHEN H. SACHS  
 Attorney General of the  
 State of Maryland  
Attorney for Plaintiff  
Hornbeck  
 Office & P.O. Address  
 One South Calvert Bldg.  
 Baltimore, Md. 21202 Tel.  
 No. (301)659-4294 By:

STEPHEN H. SACHS  
 Attorney General

DOROTHY A. BEATTY  
 Assistant Attorney General

DENNIS M. SWEENEY  
 Assistant Attorney General

WILLIAM J. BROWN  
 Attorney General of the  
 State of Ohio  
Attorney for Plaintiff  
Weicker  
 Office & P.O. Address  
 30 East Broad Street  
 Columbus, Ohio 43215  
 By:

LESLIE WINTERS  
 Assistant Attorney General  
 Tel. No. (619) 4660-4320

JAN ERIC CARTWRIGHT  
 Attorney General of the  
 State of Oklahoma  
Attorney for Plaintiff  
Clark  
 Office & P.O. Address  
 Suite 112  
 State Capital Bldg.  
 Oklahoma City, Okla., 73102  
 By:

MICHAEL F. FOOTS  
 Assistant Attorney General  
 Tel. No. (405) 521-3921

Congress of the United States

Department of Education

Washington, D.C. 20540

January 27, 1982

Honorable Charles A. Bowsher  
Comptroller General  
General Accounting Office  
441 G Street N.W.  
Washington, D.C. 20548

Dear Mr. Bowsher:

I am writing to request a legal memorandum on the authority of the Department of Education to fund Title I and III of the Library Services and Construction Act, P.L. 84-597 at a lower level than the level set under the Continuing Resolution which expires on March 31, 1982. I would like an analysis of whether the above-named action violates Title X of the Congressional Budget and Impoundment Act of 1974. I have attached the pertinent statutory provisions, and background on the levels of funding for these two titles.

Additionally, it is my understanding that under Title X of the Congressional Budget and Impoundment Act, G.A.O. is required to formally report on unlawful withholding of funds to the Congress.

I would appreciate your expeditious consideration of this request, and thank you for your cooperation.

Sincerely,

*Peter A. Poyser*  
Peter A. Poyser  
Member of Congress

PAP:CS:war  
Attachment

EXHIBIT "A"

for the fiscal year ending June 30, 1971, and \$20,000,000 for the fiscal year ending June 30, 1972, and \$20,000,000 for the fiscal year ending June 30, 1973, and \$20,000,000 for the fiscal year ending June 30, 1974, and \$20,000,000 for the fiscal year ending June 30, 1975, and \$20,000,000 for the fiscal year ending June 30, 1976, and \$20,000,000 for the fiscal year ending June 30, 1977, and \$20,000,000 for the fiscal year ending June 30, 1978, and \$20,000,000 for the fiscal year ending June 30, 1979, and \$20,000,000 for the fiscal year ending June 30, 1980, and \$20,000,000 for the fiscal year ending June 30, 1981, and \$20,000,000 for the fiscal year ending June 30, 1982.

(C) For the purpose of making grants to States to enable them to carry out interlibrary cooperation programs authorized by title IV, there are hereby authorized to be appropriated \$15,000,000 for the fiscal year ending June 30, 1972, \$15,000,000 for the fiscal year ending June 30, 1973, \$15,000,000 for the fiscal year ending June 30, 1974, \$15,000,000 for the fiscal year ending June 30, 1975, \$15,000,000 for the fiscal year ending June 30, 1976, \$15,000,000 for the fiscal year ending June 30, 1977, \$15,000,000 for the fiscal year ending June 30, 1978, \$15,000,000 for the fiscal year ending June 30, 1979, and each of the three succeeding fiscal years.

(D) For the purpose of making grants to States to enable them to carry out public library service programs for older persons authorized by title IV, there are authorized to be appropriated such sums as may be necessary for each fiscal year ending prior to October 1, 1982.

(b) Notwithstanding any other provision of law, unless excepted in express limitation of the provisions of this subsection, any sums appropriated pursuant to subsection (a) shall (1), in the case of sums appropriated pursuant to paragraph (1) and (2) thereof, be available for obligation and expenditure for the period of time specified in the Act making such appropriation, and (2), in the case of sums appropriated pursuant to paragraph (3) thereof, subject to regulations of the Commissioner promulgated in carrying out the provisions of section 5(b), be available for obligation and expenditure for the year specified in the Appropriation Act and for the next succeeding year.

(20 U.S.C. 3153) Enacted Dec. 29, 1970, P.L. 91-609, sec. 2(b), 84 Stat. 1662; amended May 2, 1973, P.L. 93-29, sec. 501, 87 Stat. 59; amended Oct. 7, 1977, P.L. 95-134, sec. 2, 91 Stat. 1000.

#### ALLOTMENT TO STATES

Sec. 5. (a) From the sums appropriated pursuant to paragraph (1), (2), (3), or (4) of section 4(a) for any fiscal year, the Commissioner shall make the minimum allotment as determined in paragraph (2) of this subsection to each State. Any sums remaining after minimum allotments have been made shall be allotted in the manner set forth in paragraph (3) of this subsection.

(2) From the remainder of any sums appropriated pursuant to paragraph (1), (2), (3), or (4) of section 4(a) for any fiscal year, the Commissioner shall allot to each State such part of such remainder as the population of the State bears to the population of all the States.

(3) For the purposes of this subsection, the "minimum allotment" shall be:

(A) with respect to appropriations for the purposes of title I, \$200,000 for each State, except that it shall be \$10,000 in the case of Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands;

(B) with respect to appropriations for the purposes of title II, \$100,000 for each State, except that it shall be \$20,000 in the

July 1, 1974

Public Law 93-344 - 36 - July 18, 1974

shall apply with respect to the fiscal year beginning on October 1, 1973, and succeeding fiscal years. The amendments to such Act made by section 101 shall apply with respect to the fiscal year beginning on October 1, 1974, and succeeding fiscal years.

#### APPLICATION OF CONGRESSIONAL BUDGET PROCEDURES TO FISCAL YEAR 1974

31 USC 1702 note.

31 USC 1702 note.

31 USC 1702 note.

Sec. 908. If the Committee on the Budget of the House of Representatives and the Senate each agree that it is unable to report and act on a concurrent resolution on the budget referred to in section 101 (a), or to apply any provision of title III or section 501 or 102, for the fiscal year beginning on July 1, 1974, and submit reports of such agreement to their respective Houses, then to the extent and in the manner specified in such reports, the provisions specified and section 502 (1) shall apply with respect to such fiscal year. If any provision so specified contains a date, such reports shall also specify a substitute date.

### TITLE X—IMPOUNDMENT CONTROL

#### PART A—GENERAL PROVISIONS

##### DISCLAIMER

Sec. 1001. Nothing contained in this Act or in any amendment made by this Act shall be construed as:

- (1) asserting or conceding the constitutional powers or limitations of either the Congress or the President;
- (2) ratifying or approving any impoundment heretofore or hereafter executed or approved by the President or any other Federal officer or employee, except insofar as pursuant to statutory authorization there in effect;
- (3) affecting in any way the claims or defenses of any party to litigation concerning any impoundment; or
- (4) imposing any provision of law which requires the obligation of budget authority or the making of outlays thereunder.

#### AMENDMENT TO ANTI-DEFICIENCY ACT

Contingency or savings provisions, established.

42 Stat. 20.  
31 USC 1.

Sec. 1002. Section 5673(c) (2) of the Revised Statutes, as amended (31 U.S.C. 663), is amended to read as follows:

"(2) In appropriating any appropriation, reserves may be established solely to provide for contingencies or to effect savings whenever savings are made possible by or through changes in requirements or greater efficiency of operations. Whenever it is determined by an officer designated in subsection (1) of this section to make appropriations and reappropriations that any amount so reserved will not be required to carry out the full objectives and needs of the appropriation concerned, he shall recommend the rescission of such amount in the manner provided in the Budget and Accounting Act, 1921, for estimates of appropriations. Except as specifically provided by particular appropriations Acts or other laws, no reserves shall be established other than as authorized by this subsection. Reserves established pursuant to this subsection shall be reported to the Congress in accordance with the Impoundment Control Act of 1974."

#### REPEAL OF EXISTING IMPROVEMENT REPORTING PROVISION

47 Stat. 7.  
31 USC 1.

Sec. 1003. Section 203 of the Budget and Accounting Procedures Act of 1950 is repealed.

B-205053

February 5, 1982

The Honorable Peter A. Foyser  
House of Representatives

Dear Mr. Foyser:

This is in response to your letter of January 27, 1982, requesting that we investigate a possible unreported impoundment of funds by the Office of Management and Budget.

The funds involved are earmarked for use for library services and interlibrary cooperation programs under Titles I and III of the Library Services and Construction Act (LSCA), 20 U.S.C. §5351 et seq., (Supp. III 1979). 1/ The formula by which the amounts appropriated are to be allotted to eligible States is specified in 20 U.S.C. §531c, which provides in pertinent part:

"(a)(1) From the sums appropriated \* \* \* for any fiscal year, the Commissioner shall allot the minimum allotment, as determined under paragraph (3) of this subsection, to each State. Any sums remaining after minimum allotments have been made shall be allotted in the manner set forth in paragraph (2) of this subsection.

"(2) From the remainder of any sums appropriated \* \* \* for any fiscal year, the Commissioner shall allot to each State such part of such remainder as the population of the State bears to the population of all the States.

- 1/ The Continuing Resolution, Pub. L. No. 97-92, §101 authorizes funding at the levels specified in the Departments of Labor, Health and Human Services, Education and Related Agencies appropriation bill, 1982. The two LSCA programs and three other library programs are funded out of the same lump-sum appropriation for libraries in the Labor-HHS appropriation bill. The House and Senate reports accompanying the appropriation bill specify the same amounts for allocation from the lump-sum appropriation to the two LSCA programs. See S. Rep. No. 97-268, 140-142 (1981).

"(3) For the purposes of this subsection, the 'minimum allotment' shall be--

"(A) with respect to appropriations for the purposes of title I (20 U.S.C. §§352 et seq.), \$200,000 for each State \* \* \*.

"(C) with respect to appropriations for the purposes of title III (20 U.S.C. §§355a et seq.), \$40,000 for each State \* \* \*.

If the sums appropriated \* \* \* for any fiscal year are insufficient to fully satisfy the aggregate of the minimum allotments for that purpose, each of such minimum allotments shall be reduced ratably." (Emphasis added.)

Under 20 U.S.C. §351c(b), any part of a State's allotment not required by the State is to be reallocated among the other States.

The funding scheme under the LSCA was considered in two lawsuits challenging impoundments of funds available under that Act. Both courts concluded that the language in the LSCA required that all the funds appropriated be allotted to eligible States according to the formula specified in the statute. *State of Louisiana v. Weinberger*, 369 F. Supp. 856, 862-865 (E.D.La. 1973); *State of Oklahoma v. Weinberger*, 360 F. Supp. 724, 720 (W.D.Okla. 1973).

We agree with the courts' characterization of the LSCA as a mandatory spending statute. Therefore, it is our view that this impoundment falls within the so-called "fourth disclaimer" in section 1001(4) of the Impoundment Control Act, which provides:

"Nothing contained in this Act or in any amendments made by this Act shall be construed as

"(4) superseding any provision of law which requires the obligation of budget authority or the making of outlays thereunder."

Accordingly, it is our position that the Impoundment Control Act is not available to the executive branch for the purpose of withholding the funds in question.

We have sent a copy of this letter to OMB advising them of our views.

Sincerely yours,

*William J. Fowler*  
for Comptroller General  
of the United States



from the Albany, New York Times-Union, February 28, 1982

## Cuts in funds binding local libraries

By Stephen Frank  
and Grace O'Connor

Staff Writers

An old woman on Rosemere Drive in Glenville used to wait each week for the bookmobile from the Schenectady County Public Library to park a block from her home.

In the bookmobile she could visit, browse, and walk home with books tucked under her arm.

She cannot do that anymore. The service to her neighborhood has been canceled.

"She understood, but she was unhappy about it," says Dorothy Mancini, who ran the bookmobile. Now, to get to a branch library,

"she must depend on other people to drive her," Mancini says.

Because of budget cutbacks, the Schenectady bookmobile is now on a two-day-a-week schedule, Mancini says, adding, "We used to be on the road four full days and two or three nights."

The federal government is closing the book on library budgets. And hard-pressed municipalities — responsible for about 88 out of every \$10 their libraries spend — are putting the squeeze on, too.

In response, Capital District libraries are cutting back.

● In Schenectady, a tight library budget has forced the Schenectady County Public Li-

brary's central branch to close early two nights a week.

● In Troy, a reduced book budget will mean the library buys 10 percent fewer books this year than last.

● In Albany, the bookmobile service has been abandoned and the library will reduce its book purchases by 10 percent this year.

● In Clifton Park, the library director's ambitious plan to expand the collection of the Shenodchowa Public Library was trimmed by the Clifton Park and Halfmoon town boards.

In Washington, the Reagan Administration and Congress are currently locked in a battle over 1983 federal library funds.

The administration is withholding \$20 million appropriated by Congress for libraries around the country, including \$1.45 million for New York libraries.

State Attorney General Robert Abrams has said he will file suit for the extra money, part of \$60 million appropriated for libraries under the federal Library Services and Construction Act.

The money is used to pay for a variety of outreach and inter-library cooperation programs.

Among the Capitaland library programs which rely on the funds are Job Information Centers at the Albany, Schenectady and Troy public libraries.

The Reagan administration has proposed eliminating all funding for the Library Services and Construction Act, beginning in October.

The federal cuts come at a time when local governments, strapped by limited budgets, find it increasingly difficult to pay for library services.

"Most libraries are facing inflated costs. They're having to compete with other (municipal) services for shrinking (local) dollars," says Peggy Barber, a spokesman for the American Library Association.

Federal funds for libraries have been drying up over the past several years.

For example, the Mohawk Valley Library Association, of which the Schenectady County Public Library is a member, had \$80,000 in federal funds to run a variety of outreach programs in 1979.

Among them were programs for children in disadvantaged neighborhoods, programs for the elderly in nursing homes and a program to send books by mail to the homebound and geographically isolated.

The money was also used to run the Schenectady library's Educational and Job Information Center, which provided help in preparing resumes and workshops on job interviewing techniques.

This year, says Director Ronald L. Lagasse, the library is assured of only \$1,400 in federal funds, enough to run a reduced job information center operation.

"The federal funds for the other programs are just not there," Lagasse says.

Similarly, in Troy, Library Director Scott Baker says there will be no federal money this year to purchase material for his library's job information center. The library will try to make up for the federal cut out of its own limited book budget.

The largest portion of library money — 80 percent, according to the American Library Association — comes not from the federal government but from local taxpayers.

And a tight county budget this year meant the Schenectady County Library's budget did not increase enough to keep pace with inflation. The library won a modest 2 percent increase from the county Board of Representatives, raising its budget from \$1,815,327 in 1981 to \$1,850,342 in 1982.

As a result, the central library in Schenectady last month began closing early on Wednesday and Friday nights, reducing the hours the library is open from 64 hours per week to 60.

Library staff at the central library and its five branches was reduced by five, from 62 full-time positions to 57. Those reductions included the librarian at the Wingate branch library in Rotterdam, the bookmobile librarian and three clerks at the central library.

To save money, the library has also stopped reserving books for patrons and no longer sends out first overdue notices.

"We don't do that any more," says Mancini. "We have no funds to pay clerical help in the circulation department to do that now."

Now, she notes, "in some cases people now have no choice but to go back to the library day after day to see if the book they want has come in."

Last week Mancini was working alone in the Wingate branch. "Oh my, it's very bad here," she said.

"We lost the children's librarian in September and we can't replace her," she added. "It's an unhappy situation. Children's circulation has dropped beyond belief because we have no programs for them."

In addition, Mancini says the head librarian will retire on March 1 and "there is no hope of replacing her either."

In Albany, the city library budget

***Children's circulation has dropped beyond belief because we have no programs for them.***

**Dorothy Mancini,  
Schenectady Public Library  
Wingate branch librarian**

increased 8.9 percent, from \$1,658,000 in 1981 to \$1,792,000 this year.

The increase was sufficient to maintain most services, but the library chose to end bookmobile service as an "expensive luxury," Library Director Edgar Tompkins says.

The library's book budget of \$302,000 is the same as last year. This means, at a time of rising book costs, the library will be able to buy 10 percent fewer books, Tompkins says.

Troy saw its library budget increase 9 percent, from \$327,000 in 1981 to \$357,000 this year.

The increase was enough to avoid any changes in staffing or library hours.

Nonetheless, a \$50,000 book budget this year — \$1,000 less than was spent in 1981 — will mean that book purchases will decrease about 10 percent, says library director Baker. The library last year bought 4,649 new books.

Financial pressures forced the library last year to sell part of its antique book collection to boost its endowment.

And Baker cautions that if library funding is not increased in the future, the library will have to consider closing one or more of its three branches.

The federal budget cuts hit the Troy library particularly hard because of its relatively small budget. Where Schenectady spends about \$12 per capita on library services, Troy spends \$3 per capita.

"For us, innovation is really linked to federal programs. So it does hurt us a lot," Baker says of the federal cuts.

In Clifton Park, Schenectady County Library Director Nola Ries had requested a 10 percent increase in the library's \$79,200 budget from the towns of Clifton Park and Halfmoon. She got a 25 percent increase, bringing the library budget to \$98,000.

According to Ries, that is not enough to adequately expand the collection.

"The book collection is a quarter to a third the size it should be to serve this size population. It is being dramatically overused. Books are wearing out at a tremendous clip," she says.

The library has between 22,000 and 24,000 books. A librarian's rule of thumb says there should be two books per capita. In Clifton Park, that would mean a collection of 75,000 books.

The financial news for libraries is not all bad. State aid to libraries this year increased \$10 million, bringing the state assistance to \$40 million.

Mr. SIMON. We thank you very much, Mr. Shubert.

Mr. ANDREWS. May I ask a question?

What was the name of the machine that you said was used by blind people?

Mr. SHUBERT. The Kurzweil, named after a young man at MIT who, at age 28, an engineer, developed a machine that has a camera and a minicomputer. The camera scans the printed page and produces a synthetic speech, which means that the machine can read to a blind person.

Incidentally, the LSCA funds enabled us to buy a couple of those machines. As a result of the White House Conference on Library Information Services a few years ago, and the State Governors Conference on Libraries in New York State, one of the first machines brought into the State library, purchased with State funds, was demonstrated to members of the legislature. As a result of that demonstration, they became so intrigued with this service and its potential that the Legislature appropriated funds to place one of those machines in every public library system in the State.

Mr. ANDREWS. How is that spelled?

Mr. SHUBERT. K-u-r-z-w-e-i-l.

Mr. SIMON. He has a hard time with that New York accent.

Mr. ANDREWS. If they have one at the Library of Congress, I am going over and look at it. I never heard of it before.

Mr. SIMON. Mr. Elliot L. Shelkrot, the State librarian of Pennsylvania.

#### STATEMENT OF ELLIOT L. SHELKROT, STATE LIBRARIAN, STATE LIBRARY OF PENNSYLVANIA

Mr. SHELKROT. I, too, will summarize some of the information that is in my written statement.

Mr. SIMON. The full statement will be entered in the record.

Mr. SHELKROT. As a State librarian, I am here to represent over 11 million people in Pennsylvania. But more specifically, I would like to represent this afternoon Jim Brown, an illiterate adult from Bedford County; Manuel Rodriques, a senior citizen near Bethlehem, Pa.; inner-city youngsters in Philadelphia; inmates from Adams County; a woman who owns a small business in Venango County; and a middle-class family in Monroeville, Pa.

But first I want to talk about the overall impact that some of the LSCA programs have had.

LSCA is a small Federal program and has had an enormous impact in a large, industrial State. The impact is primarily in providing new ways to provide efficient library service, granting of library service to people who don't already have such service, and extending library service to those who traditionally have not seen libraries as a valuable place to go.

Quite a few grants have been offered to start various county library systems throughout the State, and over 4 million people in the last 3 years have received library service as a result primarily of LSCA. Although Pennsylvania is thought of by most as an urbanized State, it has the largest rural population of any State in the country and this LSCA program has assisted many different areas not in just starting a library, but has assisted them to garner

the local support so that library services can be carried on locally with local funds.

There are quite a few statewide programs that go on with the support of LSCA. The State library provides advisory service and technical assistance in the areas of planning, funding, continuing education, and management of libraries.

We also provide additional assistance to the 27 district centers that exist in the State. The Pennsylvania Film Center is a collection of almost 2,000 items, and last year alone it circulated films that were seen by over half a million people. This service was started and has continued to be supported with LSCA funds.

Our collection of materials at Harrisburg and the role that it plays as a backup to the other libraries around the State relies heavily on augmentation with LSCA funds.

But enough of these broad statements. Now let me tell you about the specific individuals that I referred to earlier.

Jim Brown—this name is a fictitious name—is one of over 2½ million people, adults, in Pennsylvania who are functionally illiterate. Jim is 37, a high school graduate, and can't read. In response to question, "What effect does not knowing how to read have on your life?" Jim said, "Very simply, you are always embarrassed."

Upon learning about a literacy program in one of the libraries in Pennsylvania, Jim went back to a literacy program and now that he has been through the program and that he has learned how to read, Jim's response is, when asked how does he feel now, he says, "Well, the big difference is that I feel good about myself," that he doesn't feel frustrated in trying to deal with other people and deal with other institutions.

Manuel Rodrigues is 65 years old. He moved from Puerto Rico to Bethlehem, Pa., in 1979. He was considered a literate person in Puerto Rico, but he had a great deal of difficulty with English, so much so that he couldn't pass his driver's test.

Bethlehem, Pa., had a program sponsored by LSCA and Manuel was able to learn English, to pass his test, and is now enrolled in the local community college.

In Adams County, a rural county in south central Pennsylvania, a project was funded to work with young adults, to work with children, migrant workers, and with the county prison. The materials were delivered to the county prison by volunteers. Here is a quote from a letter from one of the inmates at that prison who received books from this project:

To The People Who Run The Library:

Thank you for sending some books over here. There isn't much to do here. Reading is one of the best pastimes. So if you think that it is a lost cause and books just lie around, you are mistaken. In fact, it is quite the opposite. They get eaten up—a figure of speech, I assure you. Anyway, thank you very much for your consideration and thinking of us. I am writing this in behalf of all the inmates of the Adams County Jail. Sincerely yours.

A woman in Emberton, in Venango County, another rural area, was interested in setting up a small business of her own, and the business was primarily in the area of gardening and seeds. When she started her business she was primarily buying the seeds in already prepriced packages, but she realized she could get a better

deal if she bought them in bulk. But she had no idea how to go about marking them up, what was the right way to set this up.

Then she called a center in the Oil City Library which was designed in the library to provide information for people involved in small business. The staff member there, Beverly Snyder, who had some business background herself, understood the problem and worked with the woman and, together, they found just the right book, "Run Your Own Store: From Raising the Money to Counting the Profits."

I think it is extremely important that these LSCA programs that we have get more and more into helping people help themselves.

Now that family is in Monroeville, in western Pennsylvania, a middle-class community. The Monroeville Public Library applied for an LSCA grant to enable them to connect the local library to the local cable TV system. The library will present story hours for kids, and they have youngsters produce their own programs, as well as programs for adults and homebound.

Now, you may be thinking this is a little bit far afield from what libraries are really all about. Libraries are about books, but the staff at the Monroeville Public Library realized that although books have been the primary way to handle information, in this increasingly information-dependent society and this complex network of information, libraries must learn how to handle information in new ways that will reach people as effectively as the electronic media that they find through the television and through other mechanisms.

Title III of LSCA has had an enormous impact on Pennsylvania. Here, too, we are talking about a small program. Nationally in 1981 it was \$12 million. Pennsylvania received about one-half million dollars. And for Pennsylvania, the primary thrust is the concept that no library can house, let alone purchase, all of the information and books that are produced. It is more and more important that they share, that they develop networks and communications systems so that they can make use of these materials by borrowing from one library to another.

An interlibrary delivery system that we call IDS was set up and is subsidized in part with LSCA money. It has over 200 academic, public and school libraries in the State, and last year 200,000 items were distributed. Now, IDS several years ago had its own truck, but it has since learned that it can be more effective and be more cost effective by using Purolator. But LSCA title III underwrites about one-third of this, so that even the smallest libraries in Pennsylvania can take advantage of this sharing of resources.

The Pennsylvania Union List of Serials is another example. A union list is a combined list of several different libraries. This is an online system. We are producing the results of this listing so that practically every library in the State will be able to determine who has what periodical, and they can order them and have it delivered through that interlibrary delivery system that I mentioned earlier.

Both Governor Thornburgh of Pennsylvania and President Reagan are committed to the idea that local government should fund services that are needed locally. Over 80 percent of the projects started with LSCA in Pennsylvania has been taken over with local funds.

It is my understanding that the rationale for eliminating the funding for LSCA next year, and the other library programs, is that they have done their job and are no longer needed. I submit that LSCA has a significant role to play in helping people to cope with the enormous technological changes that are only now becoming apparent, that LSCA has a continuing role to play in literacy training for out-of-school adults, that it has a vital role in extending library service to over half a million in Pennsylvania who as of now do not have any library service at all, and a critical role in assisting libraries to experiment with new ways of serving the changing clientele that libraries are working with.

I believe local government does have the primary burden of day-to-day operation of libraries, and I believe that the State Government has a responsibility to help with dollars and technical assistance, but I also believe that LSCA has a place to assure that the Jim Browns, that the Manuel Rodrigueses, that the kids in Philadelphia, the business men and women all over the State will find libraries not only accessible but useful.

I would like to quote Pennsylvania's Governor Dick Thornburgh:

I believe it incumbent upon all of us in a position to help to be particularly sensitive to this quiet service and the cultural imperative that libraries survive, even in the hardest of economic times.

It is a very small Federal program with a very large impact.

In token of appreciation to you and the committee for inviting me to speak, I would like to leave with you a copy of a poster produced with LSCA funds. It reflects our focus on the day-to-day usefulness of the public library, a campaign that is supported with LSCA funds with the support and the direction of Governor Thornburgh, and I hope that you can make use of this in your offices or in your homes.

[Prepared statement of Elliot Shelkrot follows:]

PREPARED STATEMENT OF ELLIOT L. SHELKROT, STATE LIBRARIAN OF PENNSYLVANIA

My name is Elliot Shelkrot. I am State Librarian of Pennsylvania. I am here today representing the over 11 million people of Pennsylvania. More specifically, I am here to represent Jim Brown, an illiterate from Bradford County; Manuel Rodrigues, a senior citizen from Bethlehem; inner city youngsters from Philadelphia; inmates from Adams County; a woman who owns a small lawn and garden business in rural Venango County; and a middle class family in Monroeville; and I am here to tell you of the impact of a small federal program, the Library Services and Construction Act (LSCA) in a large industrial state.

The overall impact of LSCA Title I, a \$62.5 million program in fiscal year 1981, is the development of new ways to provide more efficient library service, the planning of library services to people who do not have such service, and the extension of service to people who have not traditionally seen libraries as a valuable resource. Pennsylvania received \$3.0 million in fiscal year 1981 and our citizens have benefitted substantially.

Fourteen grants were awarded to county library systems to improve services to a total of over four million citizens in the last 2 years alone. These projects ranged from planning studies to ascertain community needs to providing new materials, equipment and services to a new library system in rural Bedford County which serves 43,000 residents.

Although Pennsylvania is thought by many as an urbanized state, it has the largest rural population of any state in the nation. The development of programs to serve the residents of these rural counties has been an invaluable resource and has assisted the local areas to obtain local financial commitments to sustain these services. Without LSCA, very few starts would be attempted.



Over 850 individuals in eight rural counties were involved in one-to-one literacy tutoring programs in 1981. These individuals were either illiterate or functioning below the fifth grade reading level. LSCA funds were used by libraries to start these programs, over 800 volunteers gave over 9,000 hours of volunteer time. This is one example of a program that would not have started without LSCA funding.

The State Library uses LSCA Title I funds for other activities with statewide impact. The State Library provides advisory and technical assistance in the areas of planning, funding improvement, continuing education and management of library services to over 600 local libraries. Assistance is provided to district library consultants, local librarians, system staff and trustees.

The Pennsylvania Public Libraries Film Center is a collection of 1,700 16mm films used as a back-up for the 27 District Library Center film collections. The Center loans over 14,000 16mm films to citizens around the Commonwealth. These films were viewed by over 500,000 people in 1981. And, of course, the Film Center was created and is supported with LSCA funds.

The State Library also uses funds to purchase library materials for the Library's collections. One-third of the Library's materials budget is provided by LSCA. This collection serves as a back-up to all libraries in the Commonwealth, especially in the areas of education, social science, public administration, government and library science.

Enough of the broad generalities. I want to tell you about Jim Brown and some others.

Jim Brown, the name is fictitious, is one of over 2,644,000 adults in Pennsylvania who is functionally illiterate, according to a recent study. Jim is 37 years old; a high school graduate; and cannot read. In response to the question, "What effect does not knowing how to read have on an individual's life?", Jim said, "You're always embarrassed." He was pushed through high school, the butt of cruel jokes perpetrated by fellow students and teachers. "I can't do it," had become a familiar phrase to Jim throughout his life, particularly after graduation when he was looking for a job. Jim found out about an LSCA funded literacy program sponsored by the Bradford County Library, a rural area in northcentral Pennsylvania.

Now that he has been in the program, Jim says, "... I feel good about myself," adding that he doesn't feel as frustrated and is developing more pride in himself.

Manuel Rodriques is 65 years old and a native of Puerto Rico. He moved to Bethlehem in 1979. In Puerto Rico he had been a justice in the Puerto Rican court system. Mr. Rodriques had some knowledge of English, but he needed help. He couldn't read well enough to take his driver's test. He went to the Bethlehem Public Library and enrolled in the library's LSCA funded program to improve library services to the Hispanic community. He improved his English; qualified for his driver's license, and is now enrolled at the Northampton Area Community College taking advanced English courses. Mr. Rodriques said, "It is a good feeling to be able to converse comfortably with my doctor, or the mailman, or read signs on the bus."

LSCA funds were used in inner city Philadelphia to attract youngsters to the library and help them to discover the excitement of reading. The library used a comic notebook called "Quadrus and Friends Visit the Library" in Spanish and English editions. Quadrus and his gang are similar to the comic strip character Dondi except one is inner city and the other is middle class suburbia. The library involved the whole community. They recruited adult sponsors for Quadrus teams; held special programs for Quadrus clubs in the libraries. Here are some quotes from kids who were involved in the program:

"... I get more education there (the library) and I need all the education I can get."

"The Library is a place where I go to get the information I need that I don't have at home."

In rural Adams County, the library system has an LSCA funded grant to improve library services to young adults, children and migrant workers. Part of the project is to provide library materials to the county prison. These materials are delivered by volunteers who take care of the little library there. Here's a quote from a letter from some inmates at the prison who have received books from the program:

"To the people who run the library, thank you for sending some books over here. There isn't much to do here and reading is one of the best pastimes. So if you think it's a lost cause and books just lie around—you're mistaken. In fact, it is quite the

<sup>1</sup> "A Needs Assessment of Adult Basic Competencies in Pennsylvania," Southwest Educational Development Laboratory, Austin, Texas; 1980.

<sup>2</sup> "Quadrus and Friends Visit the Library," R. Stevenson, Quadrus and Friends, Incorporated, 1980.



opposite—they get eaten up (a figure of speech, I assure you). Anyway, thank you very much for your consideration and thinking of us. I'm writing this in behalf of all the inmates of Adams County Jail. Sincerely yours

A woman in Emberton, Venango County called the LSCA funded Small Business Information Center at the Oil City Library. She had been in business for a year and a half and during that time she had been buying pre-packaged and pre-priced garden seeds. However, she decided to buy her seeds in bulk, but had no idea how best to mark up the price. She called the Center and spoke with Beverly Snyder, the project director. Miss Snyder had previously been in business for herself and understood the problems the woman was having. Together they found the perfect book for her needs, "Run Your Own Store from Raising the Money to Counting the Profits."<sup>3</sup>

Now, to that family in Monroeville I mentioned. Monroeville is a middle class community of about 35,000 people east of Pittsburgh. The Monroeville Public Library applied for an LSCA Title I grant to enable them to connect to the local cable TV system. The library will present story times for kids; have youngsters produce their own programs, as well as programs for adults and the homebound. Other programs range from call-in reference services via television, to taped interviews with artists displaying works at the library.

Your may be thinking that these are frills that a library needn't deal with. After all libraries are for books. The staff at the Monroeville Public Library know that although books have been and will continue to be a very useful way to handle information, the electronic media is developing and experimenting with new ways to deliver service, ways to reduce labor intensive activities and utilize technology wherever possible.

LSCA Title III is also having a significant impact on people in Pennsylvania. Title III of LSCA fosters cooperation among types of libraries. In 1981, this program cost the federal government \$12 million, of which Pennsylvania received \$5 million. No library can house, let alone purchase, all the information and books needed in this increasingly information dependent society. Only by sharing cooperating, and using new technological developments can libraries provide the information which is needed.

LSCA funds are the only money available for projects which encourage the cooperation among types of libraries. One of Pennsylvania Governor Dick Thornburgh's legislative priorities is House Bill 1010, which will give the State Library authority to pursue interlibrary cooperation.

Some specific ongoing projects funded by Title III are:

A. Interlibrary Delivery Service (IDS), a statewide private non-profit delivery service, is designed to facilitate the transmittal of interlibrary loans and other educational items among its more than 200 academic, public, school and special library members. LSCA Title III funds have subsidized membership fees in order to make the service affordable to the smallest libraries who tend to be the largest users of interlibrary loan. This service has been very successful, over 200,000 items were shipped between libraries in 1981.

B. Pennsylvania Union List of Serials (PaULS) is an online database containing over 75,000 magazine (serials) titles and holdings held by over 250 Pennsylvania libraries. The database is used as a union list, to find which library has a copy of a needed journal. It is also used to support regional collection management efforts; if one library knows that another library in the state has a particular journal then it won't have to buy it. The holdings of academic, public and special libraries are included in the database. A microfiche edition of the database was created and distributed to nearly 2,000 libraries around the state. The database has proven to be a valuable tool to libraries in meeting the needs of their clientele.

The only current authority the State Library has to work toward sharing of resources and equalization of access is through LSCA Title III.

Both the Thornburgh and the Reagan administration are committed to the idea that local government fund services that are needed locally. Over 80 percent of all projects started with LSCA funds have been taken over by local libraries and supported with local funds in Pennsylvania.

It is my understanding that the rationale for eliminating funds for LSCA and other library programs is that they have done their job and are no longer needed. I submit that LSCA has a significant role to play in helping people cope with the enormous technological changes facing this information dependent society; that it has a continuing role to play in providing literacy training to out of school adults;

<sup>3</sup> "Run Your Own Store from Raising the Money to Counting the Profits," Irving Burstiner; Prentice Hall; 1981.

that it has a vital role in extending library services to the over 500,000 Pennsylvanians who do not yet have library service; that it has a critical role in assisting libraries to experiment with new ways of serving changing clientele, I submit that funding for LSCA programs must be continued, if only at this year's current level.

I believe local government has to bear the burden of the day to day operation of libraries. I believe state government has the responsibility to help with dollars and technical assistance. But I also believe that LSCA funds have a place to assure that the Jim Browns, the Manuel Rodriqueses, the kids in Philadelphia, and the business men and women all over the state will find libraries not only accessible, but useful.

To quote Pennsylvania's Governor Dick Thornburgh, "... I believe it incumbent upon all of us in a position to help to be particularly sensitive to this 'quiet service' and the cultural imperative that libraries survive even in the hardest of economic times."

LSCA is a small federal program with an impact that goes far beyond its immediate dollar value. Keep it alive.

I would like to thank Representative Simon and other members of the committee for this opportunity to discuss the impact of LSCA funding on Pennsylvanians.

Thank you.

Mr. SIMON. Thank you very, very much for both your testimony and the posters.

Mr. Jim Nelson, the State Librarian and Commissioner for the Kentucky Department of Library and Archives.

#### STATEMENT OF JIM NELSON, STATE LIBRARIAN AND COMMISSIONER, KENTUCKY DEPARTMENT OF LIBRARY AND ARCHIVES

Mr. NELSON. Thank you, Mr. Chairman.

I, too, will summarize my statement and ask that the full text be entered into the record.

Mr. SIMON. Your full statement will be entered in the record.

Mr. NELSON. Mr. Chairman and members of the committee, on the way up here yesterday I was thinking of the impoundment and the rescission message and the zero funding for 1983 and it reminded me of a famous Kentuckian, Thomas Merton, who once gave sage advice that at certain times radical change is the answer to the problems we face, but he cautioned that we must distinguish between radical change and neurotic upheaval.

I think we have gotten to that point where we are looking at a radical departure in policy at the national level. As you mentioned in your opening statement, the question that you are being asked is that now that we have 96 percent of our people reached by library services, is it not time to pull the Washington support out from this valuable service?

As a practical matter, I have no problem at all justifying the partnership role that Washington has had in the last few years with the States and local governments. It has been a very cost-effective relationship. When we borrow a book or have an article copied at any institution outside Kentucky, this becomes a national issue. When we ask our computers in Frankfort to communicate with computers in Columbus, Ohio, Atlanta, Ga., Palo Alto, Calif., or any other location in the country, libraries become a national issue.

When we purchase a film from New York, a book from Wisconsin, a report from Florida, a computer program from Minnesota or any number of other informational resources developed for a national audience, it becomes a national issue.

The fact that there are interstate, multistate interlibrary loan agreements bespeaks of a national interest in library services.

On a more philosophical issue, I would like to bring forth a quote from another actor who is not President, Kirk Douglas, who stated in a publication that you have all received, "Free access to knowledge is a cherished tradition of the American way of life." In that same publication, Arthur Schlesinger was quoted, "We cannot afford this policy of library retrenchment any more than we can afford to cut back on police and fire protection, for the public library remains the central bastion on the front line of the struggle for equal opportunity."

In fact, from the time of our first and earliest patriots, libraries and library services have been strong fiber in the fabric of this oldest democracy in the world. How can any self-proclaimed patriot abandon these institutions of independence? How can anyone who champions freedom turn his back on the sanctuary of a free people?

Of course libraries are a national concern. In my opinion, they are as much a national concern as a single \$2 billion airplane, yet our President, this administration, would deny libraries the \$72 million Congress has appropriated for their ongoing support.

Now, in the State of Kentucky, the withdrawal of Federal funds affects both the philosophical right of the people of a free country, but also the day-to-day right of people to demand and expect library and information services of a quality that other States have in the State of Kentucky.

Only 5 percent of our total allotment of Federal funds goes into administration, which means that when these cuts come down from Washington, they slice to the bone of every individual in the State of Kentucky who has some service from their library.

Now, what does that mean specifically for us? It means that I have to tell 189 public libraries serving over 1 million registered borrowers—that is nearly one-third of the total population of Kentucky—that they won't be getting the books or book grants this year which they had already planned on. It means that we tell the people of Martin County who have worked hard to finally get a library demonstration project that we can't finish that project so that they can initiate their own tax referendum.

It means that 600 people involved in literacy programs in northern Kentucky and 8 southeastern Kentucky counties, where Congressman Perkins' home district is, will not see the end of these important programs.

Let me interject at this point, Mr. Chairman, that the State of Kentucky has 53 percent of its adult population over the age of 25 who have not finished high school. Kentucky leads the Nation in this terrible statistic, and we think libraries, the people's university, have a very dramatic role to play and we need the Federal assistance to play that role.

It means that the new initiative that we have started to share resources among the State's 2,300 libraries will be stopped in its tracks, and the cost-effective utilization of a shrinking resource base will be delayed for at least 2 years, when we will try to propose in our next biennial budget request at the State level to do

the same thing that we could be doing with Federal money now to attempt later with State funds.

It means we will have to close our subregional libraries for the blind and physically handicapped in Covington, and perhaps even our Louisville based subregional. That is a 50 percent federally funded program. We started the Covington program last year in the hope of getting State funding this year to continue it.

It means we will have to tell inmates in 18 residential institutions that they will have to get used to their old books because we are reducing their materials budgets and we run into jeopardy of a consent decree that the State is currently operating under.

I join my colleagues and the many people whose information needs rise at a faster rate than the economy declines in pleading that this committee, this Congress, maintain the Federal partnership in library service. There are few programs, public or private, that for so little money do so much good for so many people.

If one can believe the "60 Minutes" article on the space shuttle program last Sunday, Kentucky's Federal share is not quite what it costs to cover corporate travel on the space shuttle project. If we are to lose our Federal partner in library services, the one thing we do ask in the face of rescission and impoundment is not to leave us in the middle of the dance.

We can't drop these programs that have been budgeted and planned for. We cannot abandon the local priorities that we have helped to establish. We ask that you do reconsider and continue to support this important program.

Thank you, Mr. Chairman.

[Prepared statement of James Nelson follows:]

PREPARED STATEMENT OF JAMES A. NELSON, STATE LIBRARIAN AND COMMISSIONER,  
KENTUCKY DEPARTMENT FOR LIBRARIES AND ARCHIVES

When I last presented testimony before this distinguished committee it was to describe the many positive things that have happened in my state with a relatively small amount of federal library money. I told you about the thirty-nine counties which probably would not have service now if it hadn't been for federally funded library demonstration projects. I told you of the many blind and physically handicapped customers who had benefited from federally funded programs; of disadvantaged, non-English speaking, elderly, illiterate, incarcerated individuals who would have less today had it not been for federal funds you sent to Kentucky. I told you of the ambitious plans we have to share resources among libraries in the state and throughout the country so that everyone can maximize their tax investment without sacrificing access to important resources.

When I presented my testimony last September, it was grave concern that we would lose our federal partner in the struggle to open access to powerful information resources for every Kentuckian. Today, I see a real and present threat before us that the federal government is, in fact, going to abandon us at a time when information has become the largest industry in the world. In this country 55 percent of our GNP is generated from the information industry and over half of our jobs rest there. Yet the federal government, in its Executive Branch, has told us that it's time to cut the ties; that it's time to end what has been a congenial, inexpensive relationship.

What's more, the Executive has employed illegal impoundment tactics and they sent to Chairman Natcher's committee a rescission message which would dramatically reduce this year's budget. Those of us charged with statewide programs which incorporate federal dollars are being jerked all over the landscape. Projects we planned last summer as we adjusted to our state fiscal year are faltering, uncertain as to what the federal dollars will be, or if there will be any federal dollars. It is literally impossible to make good management decisions in the face of this assault from the White House. Since the Library Services and Construction Act is not a forward

funded program, we are left holding an empty bag at a time when the demand for information service is increasing dramatically.

It appears then, that we have two basic questions: does the federal government have a role in supporting libraries (if it does, at what level?); and, how much time is needed to adjust to change? A larger question which looms over even these considerations is, does the public need or deserve public service?

As to the first question, I have no problem at all in justifying the partnership role Washington has played in past years, and it certainly has been cost effective. When we borrow a book or have an article copied at any institution outside Kentucky, this becomes a national issue. When we ask our computers in Frankfort to communicate with computers in Columbus, Ohio; Atlanta, Georgia; Palo Alto, California; or any other location in the country, libraries become a national issue. When we purchase a film from New York, a book from Wisconsin, a report from Florida, a computer program from Minnesota or any of a number of other information resources developed for national audience, libraries become a national issue. The very fact that there are multi-state interlibrary loan agreements bespeaks of national interest. Why are there national standards for how books and material are catalogued if libraries aren't a national issue?

Those of you on this committee have already seen statements from celebrities on the national importance of libraries, but a few quotes are worth recalling: Kirk Douglas, "Free access to knowledge is a cherished tradition of the American way of life." Arthur Altmeyer, "Libraries are a must for any participatory democracy such as ours. Without them, we can't assume that we have an informed citizenry." Arthur Slessinger, Jr., "We cannot afford this policy of library retrenchment any more than we can afford to cut back on police and fire protection for the public library remains a central bastion on the front line of the struggle for equal opportunity." Finally, and perhaps the most chilling, a paraphrased quote from Adolph Hitler to remind us of the importance of libraries, "Burn the books. Then we will have malleable and weak minds to form to our wishes." That quoted by Eli Wallach who simply said, "Libraries are a necessity!"

From the time of our earliest patriots, libraries and library services have been strong fiber in the fabric of this oldest democracy in the world. How can any self-proclaimed patriot abandon these institutions of independence? How can anyone who champions freedom turn his back on the sanctuary of a free people? Of course libraries are a national concern! They are as much a part of national defense as a two billion dollar airplane yet our President, this administration would deny libraries the \$72 million Congress has appropriated for their support.

Obviously, I think libraries are a national priority, so I answer my own question about whether the federal government has a role in their support. This leaves a second question, which ought not even be asked—how much time do we need to adjust to a reduction in federal support?

Since L.S.C.A. is not a forward funded program, any reasonable individual should see that it would require at least one year to substantially reduce the levels of support. This administration, however, has not only turned its back on libraries, they have also pulled the rug out from under our feet at the state level. Here we are, two-thirds of the way through our state fiscal year in Kentucky and I'm trying to build a budget for the next two years without the faintest idea of what federal support will be. Up to now, we have been able to assume relatively stable federal support—from 1975 to 1980 there has been about \$147,000 variance in the amount Kentucky received. Now, however, we are being asked to adjust our budgets midstream to a potential \$270,000 cut this year and our entire \$1.2 million next year. Since we only have our Federal Program Officer on L.S.C.A. funds and we only spent 5 percent of our total allotment on administration, cuts coming down from Washington will slice right to the bone of everyone being served by a public library in Kentucky.

What does this mean for us? It means that I have to tell 189 local public libraries serving over one million registered borrowers (nearly 1/3 the total population of Kentucky) that they won't be getting the books or book grants this year which they had planned on. It means that we tell the people of Martin County who have worked hard to finally get a library demonstration project that we can't finish that project. It means that six hundred people involved in literacy programs may well not see the end of those programs. It means that a new initiative to share resources among the state's 2,300 libraries will be stopped in its tracks and cost effective utilization of shrinking resources will be delayed for at least two years. It means we will have to close our sub-regional Library for the Blind and Physically Handicapped in Covington and perhaps even our Louisville sub-regional. It means we will have to tell inmates in 18 residential institutions that they will have to get used to their old



books because we are reducing their materials. It means many, many other things will be stopped in midstream.

I join my colleagues and the many people whose information needs rise at a faster rate than the economy declines in pleading that this committee, this Congress, maintain the federal partnership in library service. There are few programs, public or private, where so little money does so much good for so many people. Kentucky's federal share is no more than corporate travel was on the Space Shuttle project.

If we are to lose our federal partner in library services, please don't leave in the middle of the dance. Give us enough time at the state level to adjust to the gaping holes this will leave in our programs. I hope the end of this relationship never comes and that the Administration comes to a realization that libraries are a national priority. I hope the next time I appear before this committee, it is to speak of the good your support has done and not the human cost of deep cuts. In any case, I hope we don't have to return to our states and ask back money we had committed to this year's program.

Mr. SIMON. Thank you very much.

Finally, Mr. Richard Cheski, director of the Ohio State Library.

#### STATEMENT OF RICHARD CHESKI, DIRECTOR, OHIO STATE LIBRARY

Mr. CHESKI. Thank you very much, Mr. Chairman.

I would like to have my statement entered into the record; and to summarize just a few points.

Mr. SIMON. It will be entered in the record.

Mr. CHESKI. One thing about Ohio, it is a very diverse State. We have eight major metropolitan areas and, therefore, when you look at the State for library service, it is almost two States because of our rural situation in the eight major metropolitan areas.

The Library Services and Construction Act has done much to provide and to build the service to the rural areas. However, when we are talking of service, we are talking of a library open maybe 20 hours a week within a one county area, a library that really can't provide information and resources that people should have.

LSCA funds have helped to develop cooperative systems banding six, seven, eight counties together, to be able to work together with LSCA funds, develop their resources, share those resources, share personnel. Without LSCA funds, these libraries in those areas can go back to isolation. They won't be able to share resources. They won't be able to get the information that their clientele, the people in their community, both want and need.

It has also helped to provide bookmobile service going into Appalachia, serving tenant farmers, serving the Amish, serving the poor. Books-by-mail has started in many of the counties because in some cases that is the most economical. However, that is questionable now because of the postal costs. We are looking at that very carefully and seeing what the difficulties will be with this.

But that is just the rural area. When we look at the metropolitan area, sometimes the poorest branch in Cuyahoga County, where Cleveland is, can be almost the best possible library that a rural county could have. But yet the metropolitan area is quite different. This is where there is high support, high local support. Many of the metropolitan areas have high concentrations of business and industrial headquarters. These libraries have outstanding collections.

But LSCA funds are used by these libraries to develop specialized programs, to try to take a look at what other programs could be

offered to their people, what the citizens in their communities want, so they can redirect money and reallocate materials.

Where the basic grant to a rural library may be just to have the books on the shelves, the grant to a metropolitan area could assist them in computerizing some of their operations as a test program for other libraries in the State, and perhaps throughout the Nation.

LSCA also serves many specialized clientele. We are very proud in Ohio of what we have done with the institutions. Before LSCA, there was no library to speak of in any correctional institution. Since LSCA, every single correctional institution in Ohio has a high-quality library with a professional librarian. LSCA funds was the seed money.

We worked with the State agencies, we worked with the State, and State funds are going into these areas. In fact, a few years back when there was an unfortunate uprising in one of the correctional institutions, the library was guarded by the inmates so nothing would happen, because it was the one place they could go where they knew they were human again. They could use materials. They could read. They could become something else other than an inmate.

We also are very proud of some of the programs that we started to develop in the mental retardation and mental health institutions with the libraries. Libraries aren't becoming a dumping ground in these institutions, but a partner in rehabilitation. Programs they are starting, and they are trying, are not programs that you and I would think of for libraries. It is a program along with therapists on how to have people learn to comb their hair in mental retardation institutions, how to have little toys there to let the people there get their motor skills back.

But this is a library partnership, and this is what LSCA funds is all about within our institutions.

The outreach programs that we are talking about, going to the handicapped, we have provided many demonstration grants to public libraries to develop programs to reach the deaf. If a deaf person needs information and has to come to a public library, can a person really speak to them? Can they understand you?

We are talking about two different worlds altogether, but it is through those grants that programs are being developed so that libraries can try to reach out to these people.

Along with my colleagues, one of the biggest elements that we are really concerned about is the resource sharing, the title III interlibrary cooperation. We all know that no one library can have all the information or provide all the services. It is only through the resource sharing that we are developing cooperatives with the new technology that we are going to be able to do things to bring the information and resources to the people of our State and throughout the Nation.

There is a role for LSCA, and I think it is a partnership that we have all been talking about, the Federal, the State, and the local, and this partnership must continue. The LSCA funds started a lot of things. It is the cornerstone. We have reached the point now where we have to change, we have to look at library service differ-

ently, and I think what we need to do is just move LSCA up into another cornerstone to move us into another century.

So I would urge you very much to continue to support Federal funding for libraries.

[Prepared statement of Richard Cheski follows:]

PREPARED STATEMENT OF RICHARD M. CHESKI, DIRECTOR, STATE LIBRARY OF OHIO

My name is Richard Cheski, Director of The State Library of Ohio, Columbus, the State Library agency responsible for administering the Library Services and Construction Act in Ohio. I would like to thank you for the opportunity to appear before you today and to share with you some of the accomplishments of the Library Services and Construction Act in Ohio and to express my support for continued participation in the efforts to achieve adequate library and information resources for every American. I would also like to point out what the effects of zero funding for fiscal year 1983 would be for the state of Ohio.

The State of Ohio is exceptionally diverse with its mixture of metropolitan and rural, it combines many advantages and many problems. Ohio has some of the richest libraries and also some of the poorest. With the eight major metropolitan areas in the state it sometimes seems as if there are two different states for library services. In the metropolitan areas the poorest branch in certain cases is many times better than the only library in some of the rural areas.

I would like to outline some of the effects that the Library Services and Construction Act has had, especially in the rural areas. When the Library Services Act and eventually the Library Services and Construction Act was funded many rural areas in Ohio did not have library service. Today all counties in Ohio have library service. However, this does not necessarily imply that people are receiving the information that they want and need. The level of service in the rural areas is very spotty. These are some of the poorest areas in the state where the per capita support for library service is as low as a \$1.32. Ohio also is a very unusual state in its support for public library services. It is the only state which supports its libraries on a countywide level through the intangibles tax. This is a tax on stocks, bonds and investments. Therefore if a county has very few people living there with investments and very few industries located in that county the actual monetary support for the libraries is very low. The Library Services and Construction Act monies have gone into the rural areas for the development of basic programs and for demonstration programs for specific audiences. Bookmobile services, books-by-mail, and cooperative childrens programs are just some of the many demonstration projects that have been funded and carried on after a grant. With the increasing costs in personnel, materials, utilities, etc. the local libraries in the rural areas have had a very difficult time in providing their clients with the up-to-date information and resources needed for everyday use. LSCA funds have been used to develop multitype cooperatives throughout the state in order to provide basic services in a regional area through the sharing of resources from the libraries within that area. The LSCA funds used for these cooperatives have set the base for certain services which are expected by every citizen. Once the service has been provided and the local people see the worth of the service, hopefully local and state support will follow for the continuation of such services.

The metropolitan areas of the state of Ohio house some of the best public libraries in the nation. These libraries stand at the other end of the spectrum from the rural libraries in Ohio averaging between \$10 and \$15 per capita support. Many of the metropolitan areas have a high concentration of business and industrial headquarters with a great number of people having high educational backgrounds. These libraries have outstanding and unique collections. For example, the Cleveland Public Library has an outstanding foreign language collection, a folklore collection and a major business research collection aside from its basic circulating and reference collection. The people in these areas have high expectations for library service. At the same time more and different services are being asked for. The Library Services and Construction Act funds go into the metropolitan areas to assist these libraries in developing specialized programs for possible re-direction of funds and reallocation of materials. The LSCA funds also have given us the opportunity to work with these libraries to assist the poor areas of the state and to act as backup resource libraries.

With the LSCA Title IV-A institutional library service enactment a whole new area of library development was opened up for all states. Once Titles IV-A and IV-B were folded into Title I of LSCA the institutional library development was continued and did not suffer from this incorporation. Prior to the enactment of the institu-



tions as a priority in the LSCA Act. Very few, if any, institutions in Ohio had a library collection worth using. No institution had a professionally qualified librarian to assist in the rehabilitation process. The state of Ohio has shown great growth in this area. Every correctional institutional in the state now has a good working library with professional librarians in each institution. This was accomplished through LSCA seed grants to the institutions. Once libraries were partially established the State Library was able to work with the various correction facilities to make sure that there was state support for personnel and for the growth of the library. LSCA funds still go into many of the correctional institutions to develop specialized programs for the clientele. The Youth Commission facilities in the state of Ohio had borderline libraries for the juvenile offenders. With LSCA funds these libraries were able to be upgraded into outstanding libraries, assisting the professional counselors to provide more information and to meet the information needs of the juveniles beyond their school day. The State Library of Ohio is now working with all of the mental health and mental retardation institutions in developing the libraries in those institutions along with professional personnel. Many LSCA grants are going to these institutions to develop pilot programs which do not use the traditional library materials or focuses because of the nature of the illness or handicap of the inmate. Specialized programs are being developed where books and other materials normally thought of as basic library materials will not work. These are programs to assist these people in seeing that the world has not passed them by and that they do have a place in society.

The outreach component with the Library Services and Construction Act has provided funds for libraries to develop programs on the local, regional and state level to serve the handicapped. Programs for the blind, visually handicapped, physically handicapped, deaf and elderly have been developed by libraries on the local level through demonstration grants under LSCA. Without the possibility of the federal monies many libraries would not have the opportunity to try, test and finally continue in many cases; outreach programs going to the people who need these services.

The new technology which we've seen over the past 5 years has completely changed the elements of library service. We have seen more in the area of automation and telecommunication which relates directly to the information and resource sharing and movement of this information throughout a state and nation. There are more new methods for greater productivity becoming available every day. The LSCA funds have permitted states to develop statewide networks for resource sharing. These states are able to provide a more efficient method of moving information and material from a local level into a regional and state network. With the escalating costs of staff and materials it is impossible for every library in every community to have all the information and resources needed and requested by its citizens. Only through the various cooperative efforts of libraries to share resources will we be able to adequately fulfill the needs of the citizens. There will be a continuing use of computerized data bases as technology constantly changes.

Perhaps the greatest benefit of the federal participation in library development has been the emphasis on library cooperation through regional and statewide programs. LSCA has nurtured the concept of resource sharing and has helped libraries throughout the state to come out of isolation and to realize the resources available to serve people. Cooperation is not only through technology but through day to day contact in the rural areas among the rural libraries, in metropolitan areas among the various types of libraries i.e. academic, school, special, public, and the libraries with other agencies to serve people. LSCA has helped develop libraries to a certain level. Now with the changing trends, technology and times this means that there is a new role for the library in its information, research, self improvement and general needs.

I urge you to continue to have the federal government as a partner with the state and local libraries and information agencies. The need for LSCA continues. LSCA has been a cornerstone and there is much to do within the state and the nation. I appreciate the opportunity to testify before you today.

Mr. SIMON. Thank you very much.

Mr. Asp, if I could disagree with you just slightly, you said that State and local governments, and I quote, "do not have the fiscal capacity to meet the need."

I think, in fact, they have the fiscal capacity, but we are living in a dreamworld if we think they are going to meet the need by themselves; that they need some kind of a Federal carrot. Am I wrong in my assumption?

Mr. ASP. Mr. Chairman, I would agree with you that they could raise property taxes, as they are having to do in States like Minnesota, because the State is cutting the funding that would go normally from the State to the locality, but we are living in a State which also ranks among the top two or three in State and corporate income taxes and a State that has property taxes that rank within the top 20 in the country.

We are at a time, it seems to me, that any shift or any removal of funding from one level of government to another does keep pushing costs and obligations down to a lower level. So they probably could wring more tax money out from the local, just as the State could, but it seems to be a very confounding situation where we have cutbacks in services at the same time as we have increases in taxes.

While I would agree with you that there is always something more that can be taxed at the local level, there is some way to increase taxes at the local level, and there is a capacity there, I also would agree with you that what we need is the incentive coming from the Federal Government to the States, and the States to the locals, in order to make it happen because we have seen in Minnesota, as I guess has happened in many other States, too, that LSCA has really served a catalytic function and has improved and increased the dollar support at those two other levels.

Mr. SIMON. Thank you.

Mr. McKay, just a comment here. I was very interested in your foreign language center. This subcommittee is interested in that area. It is an area where this Nation is behind. In your State, the State of my colleague, Ike Andrews here, you have done more—not just through this one program, but Craig Phillips, your State superintendent, has provided exceptional leadership—and as a result, you have more foreign investment in North Carolina than any other State in the Nation. My hat is off to you.

Let me ask this one question to all of you: What is happening in your State in terms of acquisitions in your public libraries; just a gross figure? I know these figures can be deceptive, but are we going downhill? Is there a healthy direction? What is happening, if I can just make the rounds here? Mr. Nelson.

Mr. NELSON. The easiest way I can say it is that it is a natural collision course. It is a dramatically increased inflationary cost of materials and reductions at the Federal, State, and local levels. There is no way it can go up. It is going down.

Mr. SIMON. Mr. Asp.

Mr. ASP. Mr. Chairman, the same thing would be true in Minnesota. It is going down.

Mr. SIMON. Mr. Shubert.

Mr. SHUBERT. The same thing is true in New York, and one of our concerns is the necessity of libraries to cancel periodical subscriptions. We are discussing very elaborate ways to try to keep track of where those subscriptions are being canceled so that we know that we are not without any of them anywhere.

Mr. SIMON. Mr. Cheski.

Mr. CHESKI. Mr. Chairman, we have the same thing. Acquisitions for books has been going down. The same thing that Mr. Shubert mentioned, periodicals have been going down. But one thing we

have seen is the acquisition of use-of-data bases by some libraries to try to replace periodicals. Once more, they are looking at the new telecommunication costs to see whether or not this is going to be feasible. But it is going down overall.

Mr. ANDREWS. May I interrupt?

When you say "going down," and I do not mean to be argumentative, I want to be supportive, and am, but when you say going down, you mean you are just not increasing at as rapid a rate. I mean, the books aren't being taken out of the library, I guess, and not returned. Is it less at least you are adding some volumes.

Mr. MCKAY. In a public library there is a figure, I think it is roughly 6 percent, of outworn, even inaccurate books. I have a chemistry book and it has 78 elements in it. I love that thing, but it is not used very often now.

Libraries, in order to maintain a level, usually have to increase at about 6 percent. What we are saying is that they are not doing it. Now, the North Carolina State Library has a processing center; that is, we collectively purchase for about 55 of our counties, our smaller counties, get a better discount, processing, produce cards, and it is down about 14 percent, the total number of books being purchased this year over last year.

Mr. ANDREWS. So, how much percentage are you increasing? Is that 6 percent, obsolescence or worn out or lost, or whatever? Is that per year, or over what period of time?

Mr. MCKAY. That 6 percent is built in. But I think that in North Carolina there probably still is a net gain in volumes; that is, I think there will be more volumes at the end of this year than last year. But it will not come close to meeting the increase of population. We have a rough standard of two books per capita, and we are increasing at less than one-half of one book. So we are losing ground.

Mr. SHELKROFF. The easiest way I can respond to that is to indicate that in the 27 district library centers that we have in Pennsylvania, in 1978 everyone agreed that there should be a minimum standard for the amount of money going into the materials collections, and that was for these district centers 12 percent, with the full anticipation that by 1983 when these standards, according to law, have to be complied with, all of the 27 district centers would be able to meet that.

In 1978, when that figure was established at 12 percent, there were 20 of the 27 who were putting 12 percent into the materials collection, and the figure now is 15 of the 27.

The libraries don't have the resources, and then compounded with that is the incredible cost. The average hard-cover book for a public library is \$30. That is the average cost of it. And periodicals for public libraries, the cost now is \$32. And these costs are going up at a rate far exceeding the national inflation rate.

It is a very difficult situation in terms of the primary reason that libraries exist, and that is to provide books and information to people.

Mr. SIMON. Mr. Andrews.

Mr. ANDREWS. I just wonder. You say in some rural area, in Allegheny, a portion of New York, you have had to reduce the services of your bookmobile-type books by half. How do you do that? You

don't just go to half of the territory? What do you do; just go half as often?

Mr. SHUBERT. What you do is go half as often. Instead of going every 2 weeks, you go every month. You cut your mileage as best you can.

Mr. ANDREWS. You mean there is not a library available in that area of the State except what is furnished by the bookmobile?

Mr. SHUBERT. Well, this is up in the Adirondacks near the Canadian border in New York State. You have small hamlets and they are separated by mountains. The library service tends to be centered in the communities, available in a books-by-mail program, and then by bookmobile service.

When you reduce a bookmobile program like this, you start hearing from the people who really depend upon it. You get a letter from a woman who says:

The bookmobile isn't coming any more. I live on this farm and my son has the house a mile down the road, and in the summertime they never get me to the town to the library because they are working all the time. I depend upon this bookmobile to bring books to my house because I can't get out of it.

Mr. ANDREWS [presiding]. I grew up with the bookmobile.

Excuse me, Mr. Weiss.

Mr. WEISS. Thank you, Mr. Chairman.

I have no questions and I apologize for having come in late. We have more meetings today than members to go around, I guess.

I did want to express a special word of welcome to you, Mr. Shubert, for coming and telling us about the situation in New York, and really to express my appreciation to all of you for alerting us and the Nation, really, to the problems that are being faced by the library systems.

Hopefully, your participants, your subscribers, will then convey their concern to us and to the administration. You know, the fight that you have called our attention to, the impoundment issue, we thought we had won that fight 8 years ago. It is tough enough getting Congress to pass some of these measures, and then to have the administration turn around and, in essence, take the position that it doesn't make any difference what Congress does, that is not upholding the Constitution as far as I am concerned.

Hopefully we can get somebody down the avenue to look at the basic Constitution and maybe recognize that as little as we have appropriated and provided for, at least they ought to spend it.

Thank you very, very much.

Mr. ANDREWS. I might just say to you gentlemen, just by way of information, the full Education and Labor Committee which, of course, this subcommittee is a portion of, this morning met and agreed to the figures which our committee will submit to the Budget Committee.

I should let the chairman say so. I almost forgot to tell him that the budget request or recommendation, I suppose it is called, from the Education and Labor Committee to the Budget Committee—and I was about to say of which Mr. Simon is also a member—included continued funding for LSCA at the same level as last year.

So we will be supporting that as vigorously as we can, and the Budget Committee, of which Mr. Simon is a member, will pass that on in whatever form it takes.

Mr. SIMON [presiding]. And I might add, we also supported the college library program. What we hope your testimony today will do is to buttress that request and have some impact on our colleagues in the Budget Committee, and beyond that, on the other Members of Congress.

Mr. Weiss.

Mr. WEISS. Thank you, Mr. Chairman. I have had my time.

Mr. ANDREWS. He was briefer than usual.

Mr. SIMON. Sorry. I had a constituent out there, and with all due respect to the people from North Carolina and everywhere else, southern Illinois people at some point become just slightly more important.

We thank the panel very, very much for your testimony and for your leadership.

Our next panel is Mr. Russell Bidlack, the dean of the school of library science at the University of Michigan, and Mr. Forrest Brown, the director of the Rolvaag Memorial Library at St. Olaf College in Northfield, Minn.

Mr. Bidlack, we are very pleased to have you here.

**STATEMENT OF RUSSELL BIDLACK, DEAN, SCHOOL OF LIBRARY SCIENCE, UNIVERSITY OF MICHIGAN, ANN ARBOR, MICH.**

Mr. BIDLACK. Again, I should like to summarize my remarks, if I may.

You mentioned earlier, Mr. Chairman, a small item in the Chronicle of Higher Education. In today's issue there is a considerably longer article referring particularly to the legislation about which we are speaking, and I should like to call that to your attention, the possibility of including it in the record.

Mr. SIMON. We will enter that article into the record.

Mr. BIDLACK. I am here primarily in connection with title II-B of the Higher Education Act, which has served to provide financial aid to individual students.

You can tell from my appearance that I obviously have not myself benefited from this legislation, which was introduced in 1966, but I do go back in my own career to an earlier form of educational assistance from the Federal Government, something called NYA. When I went to college in 1938 I had a scholarship. I thought it was the great drought. It was really the Great Depression that was upon us at that time. Coming from Iowa, I thought it was drought.

But one of the principal reasons why I was able to go to college was because of the NYA program, part of the New Deal, by which students were paid 25 cents an hour by the Federal Government to work for the institution that they were attending. The institution, the college, got the free labor, and the student was enabled to go to college. In those days, 25 cents an hour, at least in Indianola, Iowa, bought three hamburgers, which was not a bad amount of support.

Mr. ANDREWS. What does the NYA stand for?

Mr. BIDLACK. National Youth Administration, sir.

Mr. SIMON. He is simply trying to brag about his age.

Mr. BIDLACK. Then I went off to war during the time I was in college, and I came back under something called the GI bill, which



also had a longer technical name, but it became popularly called that.

Mr. SIMON. If he asks you what that is, then I will really—

Mr. BIDLACK. I will look it up.

Servicemen's rehabilitation, or something like that. In any case, I was able then to, with that kind of assistance, go on for a doctorate, and it is my contention that probably no piece of legislation in Congress' history has done more for society than the GI bill in educating tens of thousands of young men and women. I suspect that most of us, as a result, have earned higher salaries so that we probably in taxes have paid it all back and the Nation has benefited, I believe, tremendously in addition as well.

The kind of legislation I am talking about for now, the title II-B of the Higher Education Act, was introduced in 1965 and was intended primarily to assist young people to gain library degrees to enable them to become professional librarians. As you probably know, 95 percent of the librarians of the country have a master's degree, which is the terminal degree in library education for most practitioners. Those going on for library education positions, administrative positions, perhaps in large research libraries, need the doctorate.

This program under title II-B of HEA provided scholarships at both levels. At that time, in 1965, libraries were growing rapidly and there was actually a great shortage of librarians. There would still be a great shortage if libraries had continued to grow and be staffed, as was envisioned at that time.

But in 1973 the funding for that purpose was redirected specifically toward minorities, and since 1973 library schools in applying for these grants have indicated a primary purpose of them would be to aid minorities, blacks, Hispanics, native Americans, Asian Americans, to gain the education necessary for serving as professional librarians.

In my own school, the University of Michigan, between 1966 and 1982, now, we have had 143 students benefit from this title II-B of the Higher Education Act. Of these 143, 86 have been minorities, primarily blacks, Hispanics, and it seems to me this has made a tremendous impact. In my own testimony I quote from a number of letters that mainly Members of Congress have received which I received carbons of testifying on an individual basis as to what this has meant for these individuals.

The funding has shrunk, of course, through the years, and this year, 1981-82, that sum for 79 people benefiting from this in 34 different library schools totals \$667,000. This is not, I believe, by many standards, a huge sum of money; but nevertheless, it is enabling some 79 primarily minorities to gain a library education and thus go out and serve their fellow man as a result of this assistance.

As you well know, Mr. Reagan has recommended zero funding and, of course, I am here to plead with you to try to save that provision.

One of the things I think many of us who are not directly connected with higher education these days lost track of is the horrendous increase in the cost of going to college. My own president ob-

served recently that it is really no longer possible to work one's way through college.

At the University of Michigan, which is a State-supported school, for the three trimesters, which is 1 calendar year, required to complete the master's in library science, to gain the training to become a librarian, for the Michigan resident, tuition alone is this year \$3,952 for that one calendar year. If one comes to us from other than the State of Michigan, that total is \$8,392.

A very important school in your State, Mr. Chairman, the University of Chicago's tuition is even higher than this since it is a private university. The University of Illinois happily has a somewhat happily, from their point of view, lower tuition rate than does the University of Michigan, but not far behind.

The title II-B fellowships actually provide this year \$4,000 in aid to the student at the master's level, \$6,000 per year at the doctoral level.

As part of this fellowship, it has always been required that the institution itself charge these people no tuition, so that we invest in these people in cooperation with the Federal Government, but together, by providing a tuition scholarship and in our case a little bit to supplement the income as well, it is possible for minorities to enter the library profession who I am convinced at least 90 percent of the time could not do this because of the lack of the kind of funding that is now required to go to graduate school.

So it is my plea, sir, to attempt to preserve this program for which the President has recommended zero funding.

[Prepared statement of Russell Bidlack follows.]

PREPARED STATEMENT OF RUSSELL BIDLACK, DEAN, SCHOOL OF LIBRARY SCIENCE,  
UNIVERSITY OF MICHIGAN

My name is Russell Bidlack. I am the Dean of the School of Library Science at the University of Michigan in Ann Arbor, a position that I have held since 1969. Having joined the Michigan faculty in 1953, I have thus witnessed from the library educator's vantage point the impact of federal legislation upon libraries and library education since its beginning. In the broader sense, I have had a close personal involvement in federal aid to education dating all the way back to 1938. As a product of the Great Depression, although as an Iowa farm boy I thought then it was the Great Drought, I was the first in our branch of the Bidlack family to go to college. This was made possible by a tuition scholarship at Simpson College in Indianola, Iowa, the chance to work for my room rent, and, of great importance, an NYA job. The National Youth Administration was a New Deal plan by which college youngsters were paid by the federal government (my wages were twenty-five cents an hour) to work for the college to which they had been admitted. The college received the free student labor while the student found it financially possible to go to college. (In 1938, my hourly wage of twenty-five cents would actually buy three hamburgers!)

Countless lives were enriched by the NYA program, including my own. I could not have gone to college without it, and my chance assignment to the college library to work my twelve hours per week eventually determined my career choice. (My children have sometimes speculated regarding their father's career had he been assigned to the college gym.)

World War II interrupted my educational career in 1941, but four and one-half years later, with a wife and an infant son, I returned from the army to Simpson College with support from The Servicemen's Readjustment Act of 1944. This new federal assistance, known popularly as the "G.I. Bill," not only permitted me to complete my bachelor's degree, but then to go to the University of Michigan for graduate work, where I completed my doctorate in 1954. Not only did the benefits of the G.I. Bill take me through the Ph.D. degree program, but during those seven years of advanced study my family and I lived in inexpensive government housing at Willow Run Village, the facility built for Henry Ford's bomber plant personnel during the war.

Thus, as a witness on behalf of the continuation of funding for Title II-B of the Higher Education Act today, I come to you as a personal product of past federal aid to higher education. Without such aid, I could not have gone to college, let alone gone on for a Ph.D. Noting this fact during a brief airport conversation recently with Walter Mondale, the former Vice-President observed, "I could never have become a lawyer without the G.I. Bill." Tens of thousands of other men and women across the country can provide similar testimony of how that Congressional act changed their lives for the better and, I believe, vastly benefited our society. Rarely have Congressional appropriations been invested so wisely, and rarely have the benefactors of those investments contributed so substantially to the nation's good.

The fellowship program provided by Congress under Title II-B of the Higher Education Act represents a similarly wise investment in America's young people. I appeal to this committee to prevent this program from dying.

Because my own library school has been chosen to administer a Title II-B grant annually from the time of the first awards under this legislation in 1966, I shall use Michigan as an example to illustrate what the program has accomplished. From 1966 to 1982, a total of 44 doctoral students at the University of Michigan have received Title II-B fellowships for periods of from one to three years. During this same period, 99 students have received one-year fellowships to study at the master's degree level. (The master's is the first professional degree for librarians.)

The total grants to the University of Michigan that have supported these 143 fellowships have totaled somewhat over one million dollars. I admit that, even by today's inflationary standards, this is a sizeable sum of money, particularly in the perspective of library education. But in terms of these 143 investments in human beings, whose worth to society has been enriched beyond measure, this, in my opinion, has been an investment of only modest proportion in dollars.

I should like to cite some examples from my own school. During the first two years of the fellowship program, eight doctoral students were assisted. Today, three of the eight are professors of library science (at Simmons College in Boston, at Rosary College near Chicago, and at the University of South Florida), one is a library school director (at the University of Iowa), one is a library director (at Gustavus Adolphus College in Minnesota), another is the editor of the Dewey Decimal Classification, the headquarters of which is in the Library of Congress, another is head of acquisitions for the Western Michigan University Library, while the eighth heads the professional collection at the Chicago Public Library. Were I to recite the entire list, the accomplishments of the rest would be equally impressive, although some, of course, have only recently benefited from this program and have not yet completed their degrees.

I should like to quote here a few statements that have come to my attention written by individuals who were enabled through Title II-B to earn their master's degrees at the University of Michigan. One of the first Blacks to be awarded this fellowship was Guy Westmoreland, now a reference librarian at Northwestern University. Writing recently to Senator Percy, Mr. Westmoreland stated: "Receiving this fellowship in 1969 enabled me to attend the University of Michigan. Since receiving my degree, I feel that my work on the staffs of two academic libraries has aided many college and university students, faculty, and the general public in obtaining necessary information about research."

Hertha Jenkins, Media Specialist for the Highland Park Community High School, has written to Congressman Conyers: "I was a recipient of this graduate school funding while I was a student at the University of Michigan's School of Library Science from 1973-74. This funding has opened the doors to many minority students who otherwise would not have had the opportunity to enter this field of study. Our patrons of today need well trained librarians, especially those of multi-ethnic backgrounds who are most sensitive to the literate needs of their counterparts."

Monica H. Collier, Reference and Microforms Librarian at Wayne State University, has written to Congressman Traxler: "As a minority graduate of the University of Michigan School of Library Science, 1978, I know how vital this funding is to potential librarians. Without the help of this fellowship funding, I would not have been able to earn the library degree."

Sherry Sherrod DuPree, in a letter to Eileen Cooke of the American Library Association's Washington Office, has observed: "I am a graduate of the University of Michigan, 1974. Without the support of Title II-B, I would not have been able to receive a degree in library science. Presently, I am employed at the University of Florida in Gainesville. I was the first Black professional librarian hired by the University. Several other minorities who received Title II-B funds have likewise been the first of their race to be hired as professionals in their libraries. This factor alone should encourage the continued support of the fund."



Gloria J. Zamora, Librarian for the Air Force Weapons Laboratory Technical Library at Kirkland Air Force Base, in a letter to her New Mexico Senators and Representatives has observed: "Funds from this program made it possible for me to attend graduate school at the University of Michigan, and, in turn, return to New Mexico and obtain my present professional position. I am not only motivated by what the program did for me, but also by what the funding of this program does for my profession in the area of research. We are able to keep up with and utilize the rapidly changing technology in improved library service."

Evelyn Escatola, who is Children's Librarian of the East Los Angeles County Public Library, has written to Congressman Roybal: "There is a dearth of librarians of Mexican descent; in fact, in the entire Los Angeles County Public Library System, there are only about 7 percent of professional librarians in the Hispanic category. I, myself, would never have had the opportunity to become a librarian if it had not been for the Title II-B program. Please continue funding in order that other persons from the Mexican American community can have this opportunity."

The initial purpose of Title II-B of the Higher Education Act of 1965 was to relieve what was then perceived to be a severe shortage of professionally trained librarians in the United States. Libraries of all types, whether school, public, academic, or special, had grown rapidly following World War II, and the supply of librarians had not kept pace. By the early 1970s, however, libraries had reached a plateau of growth, and the shortage of personnel had considerably declined. While the need for large numbers of new librarians in general had slackened, it was widely recognized, however, that, in the effort to expand library service to minorities and the disadvantaged, libraries were handicapped by the severe shortage of minority librarians themselves. Affirmative action policies introduced in universities and libraries throughout the country, further reminded us of the relatively small number of Blacks, Hispanics, and native Americans who had joined the library profession during the nearly ninety years of library education history. Rarely had more than one or two Blacks found it financially possible to attend the University of Michigan, for example, and scarcely ever had there been an Hispanic or native American in our student body. My school could point with pride to the contribution of Molly Dunlap, our first Black graduate, class of 1931, as director of Central State University Library in Wilberforce, Ohio, and we could cite the remarkable achievements of Clara Jones, director of the Detroit Public Library, but our minority alumni roster did not extend very far.

Our record at Michigan was not unique in this regard, although I would be remiss if I overlooked the traditionally Black institution, Atlanta University, where some 85 percent of Black librarians prior to 1975 had been trained. The library school at another traditionally Black institution, North Carolina Central University, achieved accreditation by the American Library Association in 1975. Both of these library schools have been greatly aided by the Title II-B program.

In response to this growing recognition of the need for many more minority librarians, the purpose of the Title II-B fellowship program was redefined in 1973. Henceforth the guidelines for preparing grant proposals would list the recruitment of minorities and the disadvantaged as the first priority in requesting funding for fellowships.

In the early 1970s, many universities made a new commitment to increase the representation of minorities in their student bodies. At the University of Michigan, it was resolved to earmark specific funds under what has been called its Opportunity Award Program for minority students. Thus, the University of Michigan's commitment to provide special opportunities to formerly under-represented minority groups dovetailed with the new direction given to the Title II-B fellowship program. The result has been that from 1973 until the present time, 185 minorities have been students in our library science program, 13 doctoral and 172 master's candidates. Of these 185 minority students enrolled in library science at the University of Michigan between 1973 and 1982, 86 have been financially assisted by Title II-B fellowships. Without the Title II-B fellowship and/or the University's own Opportunity Awards Program, a very small percentage of these students, certainly not more than 5 percent, would have found it possible to attend my University.

Perhaps here a note should be inserted regarding today's high cost of education, again using my own institution as an example. The University of Michigan is, of course, a state institution, and non-residents are required to pay much higher tuition than do Michigan residents. The total tuition and fees for the three trimesters (one calendar year) required to earn the master's degree in library science on a full-time basis in 1981-82 totals \$3,952 for the Michigan resident and \$8,692 for the student from out-of-state. Living costs in Ann Arbor for one year add at least \$4,700. The Title II-B fellowship currently provides the master's degree student with a 10-

month stipend of \$4,000 and the doctoral level student of \$6,000. At Michigan, an Opportunity Award provides full tuition for these students with an added stipend of \$700 for two additional months. While each fellowship brings institutional support to the University equal to the stipend, this falls short of the amount of additional aid that we provide the student. I note this simply to point out that, in accepting a Title II-B grant, we also make a financial commitment in support of the students chosen for these fellowships. Other universities receiving grants for Title II-B fellowships make similar commitments because, in accepting the grant award, a school must agree to provide a tuition scholarship from its own resources for each fellowship recipient.

The funding available through Title II-B has steadily declined since 1966, with appropriations falling far short of authorization. During the current year, 1981-82, fellowships totaling \$667,000 are supporting 79 library science students in 34 institutions of higher education across the country. At my own school, there are currently four master's degree candidates and two at the doctoral level being supported in part through Title II-B fellowships.

By any federal standard, \$667,000 is not a huge sum; and 79 students is certainly not a very significant number when compared to the approximately 9,000 library science students currently enrolled across the country. But of the approximately 370 minorities who will receive master's and doctoral degrees in 1981-82, 79 constitute over 21 percent. Furthermore, few of these 79 could have attended library school without the aid provided them by their Title II-B fellowships.

There is another aspect of Title II-B upon which I have not yet touched. A portion of this funding has been intended for research. In these days of budget reduction and mounting deficits, it is sometimes difficult to justify federal dollars being spent on research, especially in the humanities and the social sciences. In no field, however, has there been greater change in recent years, nor prospect for greater change to come, than in librarianship. This has resulted in large part from the continued application of modern technology, especially computer science, to improving library service. Members of Congress are surely aware of this great change through their own use of the Congressional Research Service of the Library of Congress. Not only is Congress now provided with much more rapid service than in the recent past by the Library of Congress, but with much greater depth of information as well. Libraries across the nation are improving their service in a similar manner.

Only through painstaking research by scholar librarians and information scientists have libraries been able to make such remarkable progress in the application of computers to library operations. Like the training of young people for a profession, funding for research is an investment in the future. It is worthy of investment at the federal level.

The proposed Reagan budget request provides zero funding for Title II-B, as is also true of the other library programs. Mr. Reagan is not the first President to propose that Title II-B funds be eliminated. When I had the privilege of appearing before this committee in 1975, I noted in my testimony then that President Ford had recommended zero funding for Title II-B, as had also President Nixon. But each year, Congress has stepped in to save Title II-B as well as other library programs, and hundreds of librarians and information scientists today are in Congress' debt for having made it possible for them to attend library school.

So it is my earnest hope and plea, and I speak here for librarians and library educators across the nation, that Congress, in the same wisdom it has shown for the past sixteen years, restore a degree of funding for Title II-B of the Higher Education Act.

[From the Chronicle of Higher Education, Mar. 10, 1982]

#### LIBRARIES' BIDS FOR EFFICIENCY COULD COME TO A HALT

(By Zoe Ingalls)

WASHINGTON.—Progress in making the resources of major research libraries available to scholars nationwide—and in making all libraries more efficient—will come to a halt if Congress agrees to President Reagan's budget, many campus librarians say.

The administration has recommended eliminating all of the \$80-million in the Department of Education's budget for library programs—\$20-Million of which pays for programs that affect college libraries either directly or indirectly.

Those programs are the primary sources of federal funds for everything from interlibrary loans and book acquisitions to the computerization of the catalogues of major research libraries, research in library science, and the recruiting of minority-group students to graduate library programs.

In academe, major research libraries would be the big losers. They have counted on the availability of some \$6-million each year, under Title II-c of the Higher Education Act of 1965 for help in building and conserving their collections—many of which are unique—and in computerizing their catalogues to make those collections more widely available to scholars at their own and other institutions, as well as to the general public.

"For the money involved, the payoff is tremendous," says James F. Govan, librarian at the University of North Carolina at Chapel Hill. "The whole program costs \$6-million. What will that buy you—one fighter plane? It's a drop in the bucket. Yet the longrange effect on research in this country is tremendous."

With the help of a Title II-c grant, Mr. Govan and librarians from Duke and North Carolina State Universities are creating a single computerized catalogue of their institutions' books and periodicals. Once that is done, they hope to add the holdings of some 40 specialized private research libraries in the area.

"Eventually, all citizens in the state will be able to get access to a central data base of something over 6 million volumes," Mr. Govan says. If the federal grant money is cut off, he says, the chance of "getting the money somewhere else is slim to none. I've already made some appeals to private foundations. There seems to be little prospect."

Other projects paid for with Title II-c grants have even greater ramifications, because they make possible cooperation among university libraries without regard to state lines. Such projects demand the involvement of the federal government, librarians argue.

"The resources of research libraries are really national in scope," says Richard M. Dougherty, director of the library at the University of Michigan. "It's just as likely we'd borrow something from Harvard or Yale or Berkeley, as from Michigan State. The state legislature in Lansing doesn't care a great deal about what the needs are in California, and vice versa."

He cites a project undertaken by the University of Florida and seven other university libraries in the Southeast. Using an \$800,000 grant under Title II-c, the universities are putting all of their serial holdings (periodicals and journals) into one computerized data base. Eventually, information about those holdings will be available to some 3,500 colleges across the country through the Online Computer Library Center.

Gustave A. Harter, director of libraries at Florida, says the universities hope to be able to coordinate their acquisitions and reduce their spending on serials, the cost of which has been going up an average of 25 per cent a year. "Major libraries that used to spend perhaps a third of their materials budget on periodicals are now spending anywhere from two-thirds to three-fourth," he says.

The projected elimination of Title II-c also worries smaller college libraries, which rely on large institutions to fill the gaps in their collections. "The research capabilities that accrue to large libraries have a trickle-down effect to the small ones," says Evan Ira Farber, librarian at Earlham College.

#### INTERLIBRARY COOPERATION

Libraries, small and large alike, would suffer indirectly from the elimination of money for interlibrary cooperation, available under Title III of the Library Services and Construction Act. The money goes directly to the individual states, which parcel it out to help pay for the sharing of bibliographic data and resources among college, school, public, and special libraries.

Title III money—more than \$115-million in fiscal 1982—has been largely responsible for providing telecommunication links among libraries in 38 states.

If President Reagan is successful in eliminating the program, small libraries will feel the loss most keenly. "What that Title III money has allowed is for smaller libraries—the have-not libraries—to have access to and knowledge of the collections of other libraries throughout the state, region, and nation," says Susan Brynteson, director of libraries at the University of Delaware.

But Title III has helped even the largest university libraries. Before computerized interlibrary cooperation became widespread, small libraries sent requests for loans mainly to the large libraries, assuming that the larger the library, the better the chance that it would have a particular book on hand. An automated system has lifted some of the burden on the large libraries, both by streamlining the process

and by making it possible for a user to identify all of the libraries that have a particular title.

"You can identify not only those close to you, but also the small or public library that has it and is less likely [than a large university library] to have it out in circulation or on reserve," says Bob D. Carmack, dean of library services at the University of South Dakota. "It hasn't reduced the number of loans made by large libraries, but it has reduced the number large libraries make in proportion to the total."

That dependency may be increased by President Reagan's proposal to eliminate still another source of funds for college libraries under Title II-a of the Higher Education Act. Title II-a provides small grants—they averaged \$1,900 last year—to help college libraries buy books.

The grants can make a sizable difference to small libraries in a time of lower budgets and higher prices.

In South Dakota, Mr. Carmack says, one of his fellow librarians told him the Title II-a grants had added 9.5 per cent to his budget. "Another said that what he gets makes the difference between a mediocre and a quality book-acquisition program."

In seven years, South Dakota colleges have received \$437,000 under the program, Mr. Carmack says. "That's not a lot of money compared to a lot of folks," he adds, "but still that can buy something like 2,800 books a year."

Herbert S. White, dean of the School of Library and Information Science at Indiana University, points to a small training-and-demonstration program, known as Title II-b, that he says has made "a dramatic impact in recruiting minority students into the graduate library-and-information-science field."

Since there are only about 700 people with Ph.D.'s in library science, he says, "finding just 3 or 4 or 5 black Ph.D.'s who then go into teaching can have a great impact influencing other students."

#### STUDENT-AID CUTS

The cuts in Department of Education programs aimed specifically at libraries would come on top of reductions in other programs that college libraries rely on for support, including the National Endowment for the Humanities, the National Archives and Records Service, and even student aid.

In addition to the negative effect on university budgets in general, the reductions will mean the loss of students in the College Work-Study program, who supplement the work of full-time professionals. "They are the ones who put the books back on the shelves," says Nicola Daval, information officer at the Association of Research Libraries.

"We employ over a hundred students," says Susan K. Martin, director of the Milton S. Eisenhower Library of the Johns Hopkins University. "If we had to pay fully for all the students we've used, it would knock our budget for a loop."

Clifford W. Currie, librarian at the College of William and Mary, says he has already had to cut the number of hours students work under the program from 140,000 last year to 90,000 this year.

Mr. SIMON. Thank you very much, Mr. Bidlack.

Mr. Forrest Brown, who is the director of the Rolvaag Memorial Library at St. Olaf College. And I would add that one of the very active members of our subcommittee is Mr. Erdahl, who is an alumnus of St. Olaf's, who has just returned from Poland and is either recuperating right now or is in another committee meeting, but who would certainly want to have his greetings extended.

Incidentally, there was a Governor Rolvaag. Is the library named for him?

#### STATEMENT OF FORREST BROWN, DIRECTOR, ROLVAAG MEMORIAL LIBRARY, ST. OLAF COLLEGE, NORTHFELD, MINN.

Mr. FORREST BROWN. No. The library is named after his father, Olav Rolvaag, who is the author of "Giants In The Earth," among other novels, which is probably considered the greatest literary expression of immigration in American history.

Mr. SIMON. We are happy to have your testimony here and have that little bit of cultural history added for us here.

Mr. FORREST BROWN. I will just highlight my statement.

Basically I am speaking for what Federal aid has meant for the small college library. I am lucky in being able to illustrate one of the major themes that you stated in your introduction, and that is the sad state that the college library is in at the present time.

Title II-A, of course, is the one program that has aided most college libraries over the last 15 years. The funds have never been very large that have come to any library, but I want to emphasize that what may seem like an insignificant amount of money in Washington, D.C., is a very significant amount of money in Northfield, Minn., and a thousand other places where small private college libraries exist.

The most we have ever received is \$8,326. Usually we receive between \$3,000 and \$4,000. But that is a considerable amount cumulatively. We have received over \$58,000 overall, and that is considerably more than our annual book budget was during the 1960's and during the first few years of the 1970's.

In addition, since we were able to count on this special money each year, we could use this as a kind of development fund. As you may know, most small college libraries allocate most of their book budget to the departments, which then select them for the bread-and-butter types of books which are needed for the day-to-day work of courses.

There isn't an awful lot left over to build up the library in places where it is obvious that it needs some building up. The title II-A funds serves the small college library for this. We were able to build up our library significantly in areas such as native Americans, the black experience in America, and the whole non-Western world, all areas which during the last 15 years have become increasingly important in the college curriculum and which are not an obvious responsibility of any one department. They are of interest to many departments.

Title II-A funds were very important back in the late 1960's and early 1970's to help us make up for some of the lacks in our collection, but they are much, much more important now. Everyone knows about the shrinking pool of potential students over the next few years. A great many colleges and universities are going to be in trouble because there are just not nearly as many students to go around.

What is going to happen then, of course, is that especially the private institution, which relies very much more on tuition income for its budget, is going to have to cut budgets all around, and along with that is going to be the library budget.

So here more than ever we need title II-A funds to keep our library properly supporting the curriculum.

The other point I want to make is basically the theme that you stated, and that is the tremendous effect of inflation on libraries. As part of my statement, I copied a brief article in the newsletter "Library Issues," which stated that library costs have inflated more than any other costs on campus, with the possible exception of energy. From a base period of 1969 to 1979, the cost of periodicals rose 348 percent, the cost of books rose 273 percent—this is by 1979—while food costs rose only 128 percent. The average cost per volume of hard-cover books in 1980 was \$24.64.



This has been hitting all libraries, and probably especially the small private academic library. What has usually happened in libraries is that they have had to spend much, much less for books every year. Periodicals have been hit even harder, and periodicals are a kind of continuing obligation that is much more difficult to cut back.

So libraries generally have cut back slightly in periodicals, but they have had to spend much, much more for periodicals, and then whatever is left over goes for books. For instance, in 1968-69, my library spent \$12,700 for periodicals. In 1980-81 we spend \$60,719, nearly five times as much for almost the same list of periodicals.

The result is, of course, that we had much, much less money for books. This does not mean that we have spent less for books. Our library, as many libraries, has had an increase in the book budget every year, but that increase has not been nearly enough to compensate for the tremendous inflationary increase in prices of books.

In 1980-1981 we spent 2.2 times as much for books as in 1968-69, but each year we have been buying fewer books. In 1968-69 we purchased 11,124 books; last year we purchased fewer than 6,000. This is with a continually increasing book budget.

So this, I think, shows why we need title II funds continued rather than eliminated.

The other major area I want to talk about is how the small college library has benefited from the Federal funds, especially LSCA title III, which have gone into the development of networks. When I became librarian at St. Olaf, my library, like most other libraries, was on its own. Aside from interlibrary loan for specialized faculty needs, and which was terribly inadequate, very, very slow, and the leadership of the Library of Congress in cataloging, we pretty much had to serve every need of faculty members and students.

So we obviously couldn't do it. It meant a scattering of our efforts and insufficient support of the work that was being carried on. These last 15 years with networking, partly stimulated by Federal funds, has completely changed the picture. We are not isolated any more. We are part of a larger network which will serve our needs, and in which we can also play a role.

The ideal in the network that we are a part of is that the local library serves 95 percent of the needs, the needs it can best meet. But it can expect the network to help it with the other 5 percent of the needs for the specialized materials which we simply cannot buy because we have to concentrate on purchasing materials that are likely to be rather heavily used.

Our network in Minnesota is called Minitex and probably is the most effective regional network in the country. It was begun in 1969 partly with funds supplied by a local foundation and partly with LSCA funds. It proved so very successful that in 1971 the Minnesota Legislature gave it regular funding, and most of its funding comes from the legislature, although public library participation is still funded through LSCA.

Another very large part of its funding is not the explicit kind of funding that comes out directly in terms of dollars and cents, but that is the support given by the staff of each of the participating libraries. Our library probably has the equivalent of about one full-

time person handling this, and this, in addition to our willingness to share our materials, is our contribution to the network.

Last year we sent 3,690 requests for 40 copies of periodical articles and for book loans to this network. This compares with over 84,000 local, nonreserve circulations.

The really interesting thing about how networks have developed over the last 15 years, though, is that they have become much more cooperative in a true sense. Minitex began essentially as a way to make the resources of the University of Minnesota library the one large research library in the State, and make them available to other libraries in the State.

As the network developed, and especially as it was able to develop two data bases which made known the resources of other libraries in the network, that burden has been much more equally shared. From 100 percent initially, 90 percent in the first few years of legislative funding, the University of Minnesota is now into 60 percent supporting the network. The two data bases are a major periodicals data base, which includes the resources not only of Minnesota libraries but also those of Iowa, Wisconsin, North Dakota, and South Dakota. In its third edition, this had 120,000 titles and over 500,000 holdings records.

The other data base is for monographs, and that is achieved through our participation in the OCLC, the Nation's largest computer-based cataloging service and bibliographic data base. This is through our network as well.

Through the machine-readable records we have received through our participation here, we are well on our way with our own funding to have a statewide, online union catalog which will bring even the small college library into the computer age with a much more efficient catalog and the capacity of knowing what is at any other library around, and with that capacity the chance to do cooperative collection development so that we do not unnecessarily duplicate materials.

The final point I would like to make is that there are a number of other ways in which the Federal Government has been a partner in library development, and some of these can be very small but they can have very large trickle-down effects.

We participated in the college library program which was administered jointly by the National Endowment for the Humanities and the Council of Library Resources. We received a grant of \$38,000 from that, and this has allowed us to develop a program of bibliographic instruction which simply means that the teaching of library use is integrated with course use so there is not just an add-on, scattershot affair, which unfortunately it is in most libraries simply because it takes a lot of time both on the part of librarians and of faculty to develop an integrated, coherent bibliographic instruction program.

A measure of our success is that last year, in the fourth year of our program, St. Olaf librarians met with 131 classes, contacting 3,700 students. We are basically a cycle of the Earlham approach to the bibliographic instruction. Earlham College in Richmond, Ind., was the one that really first worked out a satisfactory way of doing this. We became aware of this program by participating in a Na-

tional Science Foundation-sponsored workshop which was for bibliographic instruction in the sciences.

With this background, we went on and got the college library program grant, and then we have been spreading the good news through workshops mainly sponsored by our local network Minitex.

Thank you.

[Prepared statement of Forrest Brown follows:]

PREPARED STATEMENT OF FORREST BROWN, DIRECTOR, ROLVAAG MEMORIAL LIBRARY,  
ST. OLAF COLLEGE, NORTHFIELD, MINN.

My name is Forrest Brown. I have been an academic librarian for 27 years, a director of a small private college library for nearly 25 years, and for the last 21 years I have been director of the library of St. Olaf College. St. Olaf is a liberal arts college of The American Lutheran Church located in Northfield, Minnesota, with about 3,100 students. Our library has 320,000 volumes and receives 1,160 periodicals. We have a staff of 6½ professional librarians and a support staff of 9 FTE. I speak, therefore, from my experience of how federal aid, through several programs, has helped one fairly typical small college library during the last two decades.

I can also speak more generally for the small academic library. I was president of the Academic and Research Libraries Division of the Minnesota Library Association in 1979-80; I served for three years in the 1970s as private college representative on the advisory board of the local library network, Minitex; and I also served as private college representative on the library advisory committee for the Minnesota Educational Computing Consortium, the computer agency serving public education.

TITLE II-A

The one federal library program which has assisted nearly all academic libraries in this country is Title II-A of the Higher Education Act, which has made funds available for the purchase of library materials since 1966. While the funds available to each library have never been large (\$8,326 was the most we have received in one year; usually we received \$3,000-\$4,000) this program should not be dismissed as insignificant. The cumulative effect has been important. Since the beginning my library has received \$58,403, which is considerably more than our annual book budget during the 1960s and early 1970s. In addition, these grants have served the smaller academic library as development funds which could be used for special purposes over and beyond the daily bread and butter needs of courses. Since librarians knew these funds would be available each year, they could carry out long-term plans for strengthening their collections without having to cut back on the purchase of currently published books. For example, we used Title II-A funds for a number of years to develop and strengthen our collections of material on Native Americans and Blacks, and on the non-Western world. These are areas in which there has been considerable growth of interest during the past fifteen years, and which were of interest to many departments of the college.

Title II-A funds are needed by the small college library today more than ever, and this program should be expanded rather than eliminated. If supplementary funds for the purchase of library materials were useful during the comparatively flush times of the 60s, they are essential in the stringent 80s, when the drastic shrinking of the pool of potential students means declining enrollments for many institutions, and therefore shrinking budgets for libraries as for all other purposes. The need here is obvious:

Less obvious, unfortunately, is the particular need created by an especially high rate of inflation in the cost of library materials. This is dramatically illustrated by a brief article in the newsletter Library Issues published by the Journal of Academic Librarianship, a copy of which is attached. This article points out that "library costs have inflated more than any other costs on campus, with the possible exception of energy." From a base period of 1967-69, the costs of periodicals rose 348 percent by 1979, and the cost of books rose 273 percent, while foods costs rose only 128 percent. The average cost per volume of hardcover books in 1980 was \$24.64.

Few if any colleges and universities have been able to compensate for this inflation. At St. Olaf, as probably at most institutions, the library budget for books and periodicals has increased at approximately the same rate as all other programs of the college. A rate lower than the average inflation rate and spectacularly below the inflation of book and periodical costs. What usually has happened in libraries is that an increasing portion of the materials budget has gone for periodicals, both be-



cause of a higher rate of inflation and because it is more difficult to cut back there because of long-term obligations. In 1968-69, St. Olaf spent \$12,700 for periodicals; in 1980-81 we spent \$60,719 nearly five times as much, without a major change in number of periodicals received.

The result is that most college and university libraries have found themselves buying fewer books year, even though the number of book titles being published continues to increase. While the book budget at St. Olaf has increased each year, and in 1980-81 we spent 2.2 times as much for books as in 1968-69 (\$101,464 compared to \$46,147) each year we have been buying fewer books. In 1968-69 we purchased 11,125 books, while last year we purchased fewer than 6,000. An obvious result is that our ability to support the educational program at St. Olaf College has diminished. The same is true of most other academic libraries. Library materials budgets are a real disaster area, which deserves special federal attention.

#### SUPPORT FOR LIBRARY COOPERATION

I am equally concerned for the future of federal aid programs which assist the development of programs of library cooperation, because I believe St. Olaf College and other libraries of the Upper Midwest have profited enormously from these funds. Funds from Title III of the Library Service and Construction Act supported the development and continuation of the Minitex library cooperative network which has transformed the library scene in our part of the country.

Libraries have the reputation of being conservative institutions, but this is largely illusory. During the past 10-15 years libraries have changed in many fundamental ways largely because of the development of cooperative network, most of which came into being with the help of federal funds. When I became director of the St. Olaf library 21 years ago, each college library had the impossible task of being self-sufficient; of attempting with very inadequate resources to meet all library needs of its students and teachers. A few very special faculty needs could be met through the woefully slow interlibrary loan system, and all libraries relied upon the standard cataloging supplied by the Library of Congress. But, beyond that we were on our own, trying to carry out an impossible assignment and scattering our resources and efforts in the attempt. With the development of effective networks such as Minitex, the picture has completely changed. We can now concentrate our efforts and resources on the 95 percent of needs which our library can handle best, knowing that the special and occasional need can be supplied quickly through the network. In turn, we can contribute our special resources to our network partners.

This transition from isolation to cooperation through networking has taken place to greater or lesser degree in all parts of the country, but nowhere is there a network more effective than that in the Upper Midwest, called Minitex: the Minnesota Interlibrary Telecommunications Exchange. Begun in 1969 as an experimental project supported by LSCA funds and private foundation funds, it proved so successful that it received legislative funding in 1971 as a program of the Minnesota Higher Education Coordinating Board. Public library participation has continued to be funded by LSCA funds.

The development of this network has affected everything the librarians in my library do, and provides direct benefits of many sorts to our students and teachers. Its first and still basic program is interlibrary loan. While we are pledged to meet the basic needs of our students and teachers, we are able to request the more specialized need from the network. Last year we sent 3,690 requests for photocopies of periodical articles and book loans to Minitex; this compares with 84,162 non-reserve circulations from our own collection. These requests were for materials to serve legitimate needs (they are carefully screened by librarians) which we could not meet because the material was not available or was not appropriate for our collection, since we must concentrate on purchasing materials likely to be of interest to many, rather than highly specialized materials which will be used only occasionally.

Minitex is not just a supplier of materials to the smaller library, but a true network, where each library can lend to other libraries materials which it alone has. Smaller libraries need not be just client libraries of large research libraries. Because of its particular tradition, special interests of its faculty members, and similar factors, each academic library is likely to possess unique materials. The difficulty in the past has been to identify these scattered resources. To make this possible, Minitex has developed two bibliographic data bases which indicate where materials can be found throughout the region. Since the larger number of interlibrary loan requests have been for periodicals, a union list of periodicals/serials was first developed. In its recent third edition this list has 120,000 titles, with over 500,000 hold-

ings records in the libraries of Minnesota, North Dakota, South Dakota, Wisconsin and Iowa.

To develop a comparable data base for monographs, Minitex has served as the network whereby nearly 100 libraries of the region participate in OCLC, Inc., the country's largest computer-based cataloging service and bibliographic data base. Beginning in 1977 these libraries have done all their cataloging through OCLC, with a significant increase in efficiency and savings in staff time. The ultimate purpose of the system, however, is to create a data base of the monographic holdings of the region. When a library catalogs a book through the system its symbol is added to the bibliographic record. Libraries can also "convert" earlier bibliographic records to machine-readable form through OCLC. Minitex libraries have been doing this at a great rate: through December 1981 they had either cataloged or converted nearly four million titles. As a result, a significant proportion of the monographs in the libraries of the region can now be identified through OCLC.

Now that a large monographic data base exists, the burden of interlibrary loan has been shifting from the major research library of the region, the University of Minnesota. At first approximately 90 percent of interlibrary requests were filled from that collection; now that proportion has been reduced to about 60 percent, with the smaller libraries playing an ever larger role. Last year St. Olaf loaned 218 books through Minitex and supplied copies of 101 periodical articles. Another result that libraries of the region are increasingly serving libraries in other parts of the country. Last year we loaned 207 books to libraries or individuals outside the network. This is in addition to the active sharing of resources locally; we loaned 4,041 items to students and teachers at Carleton College and 3,815 items to local residents. It is obvious that the isolated library of only 15 years ago is no longer.

The machine-readable records which Minitex libraries create through OCLC can also be used to create computer-based catalogs which are far more efficient than the card catalog. The Minnesota State University Libraries have developed such a catalog, and it is likely that it will be expanded to include interested libraries throughout the region. This will permit even the small library to benefit from an on-line catalog very soon, with access to holdings of many other libraries of the region. In Northfield, it will make possible a long-desired union catalog of the St. Olaf and Carleton college libraries. This will make both library collections easily accessible to students and teachers of both colleges, and will permit us to coordinate our book selection programs in order to avoid unnecessary duplication of titles and instead use our book funds to make available in Northfield a wider variety of materials. So networking, stimulated by federal funds, is bringing small academic libraries into the computer age, and greatly facilitates cooperation between libraries; even libraries like those of St. Olaf and Carleton colleges which are only two miles apart!

#### NEH-COUNCIL OF LIBRARY RESOURCES COLLEGE LIBRARY PROGRAM

The St. Olaf library has over the last five years greatly benefited from a \$38,793 grant which was matched by the College received in 1977 under the College Library Program, administered jointly by the National Endowment for the Humanities and the Council of Library Resources. The grant enabled us to develop a comprehensive program of bibliographic instruction, where the teaching of library use would be integrated with coursework so students would learn how to access information in libraries most effectively. This may seem like an obvious goal which every college library should have been pursuing all along. But the sad truth is that instruction in library use has usually been an "add-on" with little direct relevance to the student's work, done rather haphazardly and with little coordination between the efforts of teachers and librarians.

The College Library Program gave St. Olaf and a number of other colleges the opportunity to develop a systematic instruction program. A measure of our success is that last year, in the fourth year of the program, St. Olaf librarians met with 131 classes, contacting 3,700 students. The grant money was used primarily to hire part-time librarians to free reference librarians to develop the instruction program. We hope to have our program so well developed, with faculty contacts made and supporting materials prepared, that we can maintain and further develop it next year when grant support is exhausted.

This very successful program is an example of how federal funds can stimulate significant developments in libraries, with widespread effects. Our program is heavily indebted to that developed at Earlham College, Richmond, Indiana. We had contact with that program through our participation in a National Science Foundation-sponsored workshop held there for bibliographic instruction in the sciences. As an apostle of the Earlham approach, we in turn have helped spread the "good news" in the Upper Midwest, largely through workshops sponsored by Minitex.

## Price Increases Hinder Support of Instruction and Scholarship

Traditionally, academic libraries have played a central role in the system of scholarly communication and education. Today, however, they are experiencing difficulty in providing adequate support for research, instruction, and education. One of the most serious problems libraries face today is the financial squeeze caused by budget increases inadequate to meet the price increases of library materials. The difficulty is that this problem has continued unabated for at least the last ten years.

Colleges and universities that have increased library budgets by as much as 10 percent per year are finding in most instances that they are still falling behind. This is likely because library materials costs have inflated more during the last 12 years than any other costs on campus, with the possible exception of energy (see Figure 1).

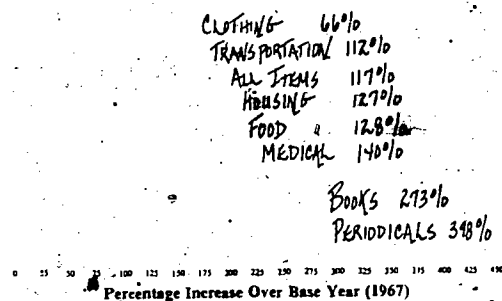
Forecasts on library materials prices do not look good in the years to come. After experiencing an increase of 13.7 percent in the cost of periodical literature and 24 percent for books during 1979, a preliminary survey of 1981 subscription prices of U.S. periodicals indicates that prices have increased by 19.4 percent. While the preliminary survey covers only 441 titles, it is likely that the final report will not vary much if the accuracy of past preliminary surveys is any indication.

These abnormally large increases that libraries are experiencing each year are having a significant impact on services. Many libraries are discovering that their commitment to periodicals and serials orders amounts to 70 or 80 percent of their total materials budget. This leaves few discretionary dollars to purchase reference works, monographs, microforms, and nonprint items. In fact, libraries are confronted with a double squeeze as book prices increased by 24 percent in 1979. If inflation keeps up anywhere near this rate, libraries will need an increase significantly higher than the general rate of inflation just to maintain their present collections. If libraries fail to keep up, scholarship will suffer unless alternatives can be found.

Libraries, with the assistance of administrators and faculty, must devise a variety of strategies for economic survival.

— R.G.L.

Figure 1  
How Prices Rose 1969-1979  
(1967-1969 = 100 and/or Zero Percent)



Mr. SIMON: Thank you very much.

Let me ask just one question of both of you.

You spoke, Mr. Bidlack, in behalf of title II-B, and Mr. Brown, you spoke in behalf of title II-A. Let me just reverse this. Is title II-A important? Is title II-B important?

Mr. BIDLACK: It seems to me from the various statistics that Mr. Brown has given, although the amounts of money seem so small, yet to a small library they constitute a large part of the total amount available for materials in these days of horrendous inflation. Yes, indeed, I hope there is room for both in future legislation.

Mr. FORREST BROWN: In asking a librarian from Minnesota that question, you have picked exactly the right street, because with the financial problems our State is in, the Library School at the University of Minnesota, which is the one ALA-accredited graduate library program in the State, very likely will be eliminated. The final decision will not be made until April, but this has been one way in which the University of Minnesota feels it may be able to meet some of the shortage in legislative funding, by eliminating several whole programs, and this would be the one.

It would be a terribly unfortunate thing, because as I said, it is the only ALA-accredited school in the State. I happened to get my education there. Several other librarians on my staff did. It would be a shame for a State to lose this kind of thing, and certainly Federal funding is an important factor in supporting the library schools.

Mr. BIDLACK: Might I add that in my own State, Western Michigan University's Library School, also accredited by the American Library Association, is facing exactly the same problem as the University of Minnesota's Library School.

We tend to be small. Library schools tend to be small, and in universities that are looking desperately for ways to cut expenses, they all too often look to small units for elimination. We all live in a state of fear.

Mr. SIMON: Thank you very much, both of you.

Our next panel is composed of Ms. Anna Curry, director of the Enoch Pratt Free Library from Baltimore; Joan Collett, executive director and Librarian of the St. Louis Public Library; Dr. Hardy Franklin, director of the Martin Luther King Memorial Library in Washington, D.C., and Dale Brown, supervisor of library and media services for the Alexandria City School System.

We are pleased to have all of you here, and Anna Curry we will start with you first. If I remember correctly, you have been a witness here before.

#### STATEMENT OF ANNA CURRY, DIRECTOR, ENOCH PRATT FREE LIBRARY, BALTIMORE, MD.

Ms. CURRY: Yes, I have, Mr. Simon. It is nice to see you again, and I welcome the opportunity to speak in support of the Library Services and Construction Act once again.

In the short while, less than a year, as a matter of fact, that I have been a director of the public library, I have spent an inordi-

nate amount of time lobbying at the city, the State, and now the national level.

My name is Anna Curry, and I am the director of the Enoch Pratt Library in Baltimore City. That is the public library of Baltimore. As the director of that library, I am one of the few black directors of large urban libraries in this Nation, meaning communities of more than 500,000. With me is one of my fellow black directors.

My own most impressive administrative learning experience in preparation for library administration was the result of an LSCA continuing education grant. That experience expanded my own personal professional horizons and helped me advance to a point of eligibility for the position that I presently hold.

The benefits that I gained I know are replicated by librarians who have also enjoyed continuing education money around this country. They are now in rich communities and institutions for many of the States and the smaller jurisdictions in the Nation. However, my first concern is not a personal one. It is not because I have enjoyed the benefits of continuing education moneys that I speak so strongly in support of the Library Services and Construction Act. It is, rather, because I have worked very closely for the last decade with all of the Pratt Library's LSCA special projects. I have helped design them. I have helped to nurse and support them. And I have seen them strengthen and stabilize a library in a city besieged with many social and fiscal problems.

Dramatic demographic changes began to occur 10 or 15 years ago in our city. As this happened, new users began to bring their information and education needs to Pratt Library, a library which had served previously a largely middle-class and traditional usership.

Now, the new users were less well educated, they were frequently of a minority extraction, they had many social and economic problems, and they needed greater assistance in using the facilities and the resources of a public library. These factors, however, of course, made them no less needful of library services and of information; indeed, it made their needs for survival in such a fast-paced, complicated society all the more dependent upon accurate, reliable information and alternative sources of education, the kinds of things that public libraries do offer.

Their presence in increasing numbers created many problems—that is, these new users—for the public library. We had not been trained essentially to work with such an audience. We began to look for ways to do that, and it was only with the aid of LSCA funding that we did, in fact, deal effectively, I feel, with the problem.

We use LSCA money as seed money to help us do the necessary restructuring and to reprioritize, to make the library have meaning for the vast numbers of new kinds of users that represent the population of Baltimore.

Let me tell you briefly about a few library and information problems that we have been able to solve by use of LSCA money.

A major problem that came with the results of the demographic changes in the city of Baltimore had to do with our central library. In its article on libraries, the Encyclopedia Britannica described the public library system of Baltimore, and I quote:



As a collection which in variety and inclusion of specialized materials compares not unfavorably with many university libraries.

Well, this vital resource could certainly not be allowed to deteriorate, but with diminished local taxes, necessary funding was difficult to maintain, and so the administration of the library pursued and won a grant from LSCA funds that created the metropolitan library services project. This was an effort to extend the services of the Pratt Library Central and its magnificent collection to people around the State.

We created with the funding from that project a network of service and interlibrary loan system that exists to this day. The outcome of that project, the investment of Federal funds in that project, has a happy scenario because in 1971 the Maryland State Legislature passed into law a bill which established the Pratt Central as the State library resource center for the entire State of Maryland, and with that comes substantial funding that helps reduce some of the fiscal problems that we faced at the end of the 1960's.

The central library is healthy and effective and is seen as one of the most effective libraries in terms of user satisfaction in the State of Maryland.

Another problem that we have addressed by use of LSCA funds was that of diminishing staffing. As our tax base in the city lessened, it meant that there were, of course, fewer dollars for the services, and the library felt that pinch. We were forced to cut back on staffing.

We decided at the administrative level to look at the potential for expanding our staffing potential by use of volunteers, and once again we applied for LSCA money. That money was awarded. We created a volunteer program which is one of the models in the State at this moment and which brings to the Pratt Library an additional 800,000 hours of service on an annual basis. That is an extension of service that we could not possibly have achieved without the support of LSCA money.

You know that city residents need a broad range of very basic human services kinds of information. Such questions as where are inexpensive daycare services in my community? Are there budget planning services available for low-income families? Perhaps they want to know where to find tutorial services for a dyslexic child. A steady stream of such questions began to be brought to us about 15 years ago. At that time there was no organized source of information, a community-level kind of information to answer those questions.

So we were turning away patrons who had very legitimate information needs. To address that problem once again we turned to LSCA and we created an information and referral file that identifies every major community service in the city of Baltimore. That file now extends across the entire system of Pratt. Every branch library has its own file tailored to the needs of its community. It, too, is an incredibly valuable service to the citizens of Baltimore.

There are only three other things that I will quickly mention in terms of problem solving and use of LSCA for the city of Baltimore. These population changes identified a serious literacy problem, and that has already been spoken to as it impacts other areas of

our country by people who preceded this panel in addressing you this afternoon. But the problems were extraordinarily severe in Baltimore, and as a result, countless tutorial programs began to be offered by churches, by community organizations, and a variety of other kinds of groups around the city.

What did not exist in support of those programs was a resource that identified materials that tutors and teachers could use as they worked with those adults who wished to improve their literacy skills. So we developed the literacy resource center, which is effectively a collection of materials designed to train the literate adult in reading skills. We circulate vast numbers on a group basis, of materials to all those organizations that work with tutorial projects around the city.

Literacy is a matter of such concern to the city that since our program was inaugurated, there has been created a literacy commission by the city of Baltimore, and I am happy to serve on that commission. One of its highlighted features this past fall was a visit from the Vice President's wife, Mrs. Barbara Bush, to see the literacy program at the Pratt Library. And within the city of Baltimore.

Finally, we have developed, in response to the tremendous problem of unemployment in the city of Baltimore, a job and career information center which caters to a whole range of socioeconomic levels of users in the city of Baltimore. In the first week of operation, the job and career information center handled 500 inquiries alone. And, of course, the state of today's economy makes that service one that is absolutely essential.

I think these examples show that LSCA funding has been a major problem-solving mechanism for the city of Baltimore in terms of meeting important information needs of its citizens. Baltimore is, like many urban cities of the Northeast corridor, in a state of semiemergency. What happens in terms of the future stability, I think, is directly impacted by the quality of information and education that its citizens can enjoy. It can never become an entirely independent and stabilized community without some partnership with the Federal Government.

I would like to close with this little note. It is a letter, and it reads:

Dear Anna:

Thank you so much for all your work and help with my visit. I loved seeing the library and the various programs that you offer. Keep up the good work.

With best wishes, I am,

Mrs. Barbara Bush.

That is precisely what we are trying to do—keep up the good work. But we will certainly need the continued support from LSCA to do that.

[Prepared statement of Anna Curry follows.]

PREPARED STATEMENT OF ANNA CURRY, DIRECTOR, ENOCH PRATT FREE LIBRARY, BALTIMORE, MD.

My name is Anna Curry; I am Director of the Enoch Pratt Free Library in Baltimore, Maryland. As such, I am one of a handful of Black Directors of large major public library systems in the country. I welcome the opportunity to speak in support of the Library Services and Construction Act, and do so for several compelling reasons. My most impressive library administrator's training experience was financed

by an LSCA continuing education grant. That experience expanded my professional horizons and helped advance me toward eligibility for the position I currently hold. The benefits I have gained from the Continuing Education provisions of the Library Services and Construction Act, I am certain, are replicated in the professional development of countless other librarians who now contribute to the cultural life of communities and institutions around the country. The personal indebtedness created by my experience is not, however, the primary reason I urge reauthorization of the Library Services and Construction Act. I have worked closely with LSCA special projects in Baltimore over the past several years, and I have seen them strengthen and stabilize the Library's capacity to deal effectively with changing information needs of the public.

Ten or fifteen years ago, dramatic demographic changes began to accelerate in the City of Baltimore. New users began to bring their information and education needs to Pratt, a library which had previously served a largely middle class, traditional clientele. The new users were less educated, had more social and economic problems, were often of a minority extraction, and they required more assistance in using library resources. These factors did not lessen their need for library services. Indeed, these factors made their survival in this complex, fast-paced society all the more dependent upon access to accurate information and viable learning alternatives. The Pratt Library, therefore, was faced with adjusting its collections and services to accommodate these new users. Without the seed money provided by LSCA special project funding, the necessary restructuring would have been virtually impossible.

With LSCA funding Pratt has been able to analyze population needs and to develop programs to serve these needs. The funding has provided an essential problem-solving mechanism. Let me identify some of these problems and tell you briefly how LSCA monies have helped to address them.

A major problem brought about by the population changes of Baltimore was that of continued effort for the collection growth and maintenance of the Central Library. In its assessment of libraries, the Encyclopedia Britannica describes the Baltimore Pratt Library as one of seven American public libraries with a collection which "in variety and inclusion of specialized materials compares not unfavorably with many university libraries." This vital resource could not be allowed to deteriorate, but with diminished local taxes, necessary funding was difficult to maintain. A Metropolitan Library Services Project was started in the late sixties, and receiving LSCA funding through 1973, created the support for reciprocal borrowing throughout Maryland and for statewide lending and delivery. This project resulted in the creation of a statewide network with Pratt Central at the hub. In 1971, the Maryland State Legislature passed into law a bill which designated Pratt as the State Library Resource Center and provided vital state funding to supplement that of local support. Today, the effectiveness of the network continues to grow and local statistics attribute the highest user satisfaction in the State with regard to availability of materials to the Pratt Library.

Another problem significantly reduced by utilization of LSCA funds is reflected in our Organization and Utilization of Volunteers Program. As staff shortages increased, the library administration began to reconsider the feasibility of using trained volunteers. We applied for an LSCA grant to explore use of volunteers, and were awarded \$25,000 for the two full funding years of the project. The money enabled us to employ a coordinator of volunteers and to provide clerical support for a program which increased the library's ability to provide services. The project is now fully funded through city sources. It has provided approximately 8,000 hours of service in every year since its inception, including a rare book conservation program and a crew of homework helpers for children in library branches. Volunteers have made it possible for us to continue special services in areas where literacy skills are badly needed, and they have also provided needed support for our reduced staffing levels.

City residents need a broad range of information about basic human (need) services. Such questions as: Where are inexpensive day care services in my community? Are there budget planning services available for low income families? Where can I find tutorial programs for a dyslexic child? Ten years ago there was a dearth of organized up-to-date information to answer such questions. Yet we were faced with a steady stream of these inquiries. It became a major problem for us to provide reliable answers. Again we turned to LSCA. Using a \$20,000 LSCA grant, we established an Information and Referral Service which is essentially a constantly updated file of community services. The project director and a clerical employee maintain the file, which is duplicated according to the needs of specific communities and located in every branch of the system.



Population changes and educational trends in the 1970's brought to light another major urban problem: literacy. In order to raise the literacy level of the urban population, many institutions and community groups created tutorial programs. These programs, however, were often unable to identify and obtain needed teaching resources. The Pratt Library's own tutorial program, now carried on with volunteers, revealed the depth of this problem and underlined the direct connection between literacy and the public library. In 1979, Pratt Library opened the Literacy Resource Center and developed a collection of over 500 titles for borrowing by tutors working with adults in obtaining or improving literacy skills, attaining GED level, or improving English communication skills. The Center's staff has annotated the collection and produced an annotated bibliography; the staff has also been instrumental in coordinating local literacy activities and in the development of the Baltimore City Literacy Commission. Since the start of the project, the Center has circulated over 4,000 items to individual tutors and tutoring agencies.

The problems of identifiable special populations constitute another area where LSCA has enabled the Library to respond with insight and imagination. An analysis of population data revealed a large concentration—some 6,000 persons—of hearing-impaired persons in the metropolitan Baltimore area. Many of the services of the Library, from telephone reference service to film programs, were denied to this group. LSCA provided the means to approach this problem, and the solution in turn led to a broadly conceived Center serving persons with various disabilities. This project began as "Library Services to the Deaf" with a first year grant of \$25,000 in 1978. As it has been absorbed by the Library, it has grown to include services to visually impaired patrons as well. The Project Director has raised staff awareness through sign-language classes, has coordinated special film programs; and has administered the introduction of some special technology which opens up the library's collections to disabled persons. The new technical devices include TTY machines at Central and in one branch (initially supported by LSCA), a Kurzweil Reading Machine for the blind (purchased by LSCA funds), and a video-based magnification device (purchased by the Friends of the Pratt Library).

Unemployment is a problem which is now before us with greater force than ever. Recent economic and technological changes have created an employment environment in which career choice is exceedingly difficult. While the public library has always supplied career and employment information, needs for specialized information and services had reached a new urgency by the beginning of 1980. Once again, LSCA provided a solution in allowing the establishment of a Job and Career Information Center with a \$50,000 grant in 1981. The Center is located in the Central Library and provides information, materials, referral services, and the personal assistance needed by adults seeking jobs or choosing a career. The materials include text books, resume aids, the Maryland State Employment Service microfiche listing of job openings, and appropriate magazines and periodicals. Initial response from the public has been overwhelming, and the evaluators from the state library agency have characterized the use of the service as "outstanding."

As these examples show, LSCA has been a major force in the development of library service in Baltimore and in the state of Maryland. I therefore urge that the Library Services and Construction Act be re-authorized and that its support in helping libraries to meet the needs of specific populations be continued. I thank you for the opportunity of testifying on behalf of this essential legislation.

Mr. SIMON: Thank you very, very much.

I might mention—and I am not trying to cut any witnesses off—we are going to be going into session in about 4 minutes and we will probably have to be interrupted occasionally by roll calls, so to the extent that witnesses can summarize their remarks, it will be helpful.

We are pleased to have Joan Collett again as a witness here.

#### STATEMENT OF JOAN COLLETT, DIRECTOR, ST. LOUIS PUBLIC LIBRARY

Ms. COLLETT: Thank you so much, Congressman Simon. I am delighted to be here.

I will appreciate it if you will enter my testimony.

Mr. SIMON: It will be entered in the record.

Ms. COLLETT. I will pick up some of the things from here that are most relevant.

The thesis of cutting off LSCA in the budget message was that libraries should be supported locally. Well, we are not a local library. We are a library supported by tax money from less than half a million people and used by over 2 million people from two States, including some of your constituents.

Mr. SIMON. That is correct.

Ms. COLLETT. We are also used by adjoining counties that do not have their own libraries. Our use is more than 50 percent from outside of our taxpayers. No other public library around or within the State has the material we have, and in some cases within several States. We have been building up that collection for over 100 years, and are trying to continue to build it.

You asked, however, about the trend in purchases in public libraries. In 1971, we bought 4,596 magazine titles. In 1981, we bought 1,942. We purchased 147 current newspapers in 1971. We purchased 73 in 1981. We added 95,000 volumes to the collection in 1971. We added 40,000 in 1981. We added 19,605 titles in 1971. We added 11,612 in 1981. And no other public library is picking up this, nor are the university libraries, with the cuts they have had.

If LSCA is dropped, here are some of the things that we will no longer have. We have an on-line, statewide union periodical list out of our library. The communications costs for that are over \$20,000, completely funded out of Federal money. We do most of our branch programming that costs anything out of Federal money.

I will give you an example of some of the programs from that last year. We buy our large-print books and our elderly population is increasing steadily. We buy our easy reading for literacy programs completely out of Federal funds. We buy microforms out of Federal funds. We are now—the budget crunch is so severe—not buying some of the paper magazine titles; we are buying them only in microforms. We will lose that.

On another level, the mailing of the books to the shut-ins is increasing, and in the inner city a lot of shut-ins will not even answer the door. They know the mailman; they will let the mailman come in. That is the only way they get material. That postage is paid out of Federal money.

Another level, the White House Conference follow-up committee, which is a wonderful example of citizens who got interested through the White House Conference who have continued as library allies countrywide. That task force works with the NCLIS staff and could not survive without the help provided by the National Commission on Libraries and Information Services. If the budget goes through as suggested, we won't have that any longer and we will lose the vitality that the libraries are getting countrywide from their citizen members on the NCLIS task force.

Those are some of the things that we can't do out of own money that we shouldn't be doing out of local money that we have to go to the Federal funds for, and we have to have Federal funds continue or the services will stop.

[Prepared statement of Joan Collett follows:]

PREPARED STATEMENT OF JOAN COLLETT, LIBRARIAN AND EXECUTIVE DIRECTOR, SAINT LOUIS PUBLIC LIBRARY

I am Joan Collett, Director of the St. Louis Public Library, St. Louis, Missouri, and elected steering committee member of WHCLIST (White House Conference Task Force).

Our thanks to Congressmen Simon, Coleman, and Bailey and all of you for your interest and continuing attention for the effect of the Library Services and Construction Act throughout the country. Much has been accomplished in the past twenty-five years thanks to this act. My first job after library school was with a state agency implementing the first LSCA appropriation by setting up libraries—in the second story of a local jail, in a frame residence between the county hospital and a funeral parlor, and in what had been the back storeroom of a 5 and 10 cent store. Twenty-five years later every one of these communities and counties has its own real library with adequate collections of materials, space, hours, and services, thanks to a serendipitous record of strong state library, governors and state legislators doing their share, and local citizens doing their part not only to establish but to maintain adequate service.

Federal monies are just a part but an essential one if we are to have an educated citizenry. Information needs don't stop when someone leaves school and stops formal education. Day in, day out throughout life we have questions. We need information in order to function in society. The public library is also the non-threatening point where the individual can interact with society. There is no stigma attached to walking into a public library; there is no implied coercion, it is neutral. Therefore, our libraries in St. Louis can, and do, sign up more people for voting than the Board of Election Commissioners, can distribute rat poison for the health department in neighborhoods where it is needed, can in conjunction with these agencies give individual help on income tax returns, tutoring to students, encourage general education classes, and have seminars and clinics for owners of small businesses.

Elementary, secondary and higher education are no longer seen as purely "local". State and federal funds are partners in a real sense for all levels of formal education throughout the U.S. State support of public libraries is still most uneven—ranging from nothing to \$3.00 per capita. Federal support currently is only approximately 5% of public library support nationally and well below this in some states. Small as this is, it is essential. The large urban libraries can not and should not operate exclusively on local funds.

I will be specific—we are the oldest public library in the state and have the largest collection of any public library in the state. The metropolitan area depending on us is almost 2 million from two states. Our tax base is less than 500,000 in one state. Yet our library is the resource library for this entire area. State aid is low, 60% below the national average, and solely on per capita base. Our users from across the river from Congressman Simon's area provide no support. No other public library within several hundred miles is, or is willing to, pick up the expensive specialized materials we are providing and have been providing for over a hundred years.

The urban centers of the country have the drop in population, are the areas with lessening value of property and the tax abatements. But, they are the older libraries, the dowagers if you will, that have the strong, the serious collections of materials and are trying to maintain them. The newer suburban post-World War II libraries, still depend on the inner city libraries for backup and strength.

These are not purely local needs, these are area needs and state and federal have to share these costs if citizens are to have information available and librarians to help them find what they need.

Public libraries are the only public entity that still have property tax as their major source of revenue. The most strained the economic health of the area, the lower the revenue from property tax. Complexity and variety of information needs do not diminish in the parts of our country that are suffering population losses, or economic declines. Rather, indeed, demands on the library increase substantially with increasing unemployment.

With the unevenness and, in general, paucity of state aid, the unevenness and the unhealthy state of the property tax base in many parts of our country, the public library's ability to supply adequate accurate and current information, to provide a range of informational, educational, recreational reading and viewing materials is being compromised. When only universities and private industries can afford online indices, the ordinary citizen does not have adequate nor current information. When public libraries are locked in at spending 75 percent to 85 percent of their budgets for salaries, and utility costs are soaring (as is the case of most urban libraries)

money to buy materials to meet information needs is not there. We in St. Louis depend on LSCA for most of our branch programs, all our large print material for the aging poor, our easy reading for literacy programs, our test books for high school equivalency exams as well as the microfilms of patents for businesses, annual reports for investors, and newspapers for literacy.

Thanks to LSCA the percentage of persons with access to libraries has increased dramatically in the last twenty-five years. But in our country today, the public libraries, dependent on property taxes, are less and less able to pay utilities, provide sufficient staff, but the expensive books, much less the data services necessary to meet the information needs of would be users, the citizenry at large.

We thank you for considering our needs.

Mr. SIMON: We thank you, particularly for those striking statistics which really tell the story.

I regret to say we have a rollcall right now. We will stand in recess for 10 minutes.

[Whereupon, the subcommittee recessed from 3:03 p.m. to 3:15 p.m.]

Mr. SIMON. The subcommittee will resume its hearings.

I have just been handed this sheet of statistics from St. Louis.

We have as our next witness Dr. Hardy Franklin, the director of the Martin Luther King Memorial Library.

If I can just add a personal word, it was my privilege to know Dr. King for the last 13 years of his life and I am sure he would be proud to have a library named for him.

We are pleased to have you here, Dr. Franklin.

#### STATEMENT OF HARDY R. FRANKLIN, DIRECTOR, D.C. PUBLIC LIBRARY

Mr. FRANKLIN. Thank you, Mr. Chairman.

My name is Hardy Franklin and I am director of the Public Library System of the District of Columbia. As you know, it is a public library, but it also serves as the State library for the District.

I am here today to tell you in practical terms what LSCA has done for the people of Washington and what some of the effects of a shutdown of LSCA would be.

While library services in the District are mainly supported primarily by local taxes, LSCA funding has enabled us to do many hardheaded experiments with fewer forms of service, and I can assure you that these tests did not automatically become self-perpetuating. Where we have found that some of these projects have been workable, we have kept them. Where we found that they have been failures, we have done away with them. Much of what was worthwhile has been picked up by the city taxpayers as continuing library services.

In the area of automation, using LSCA funds, we experimented with a circulation control system, an automated circulation control system at the main library, and it proved so successful that later on we were able to extend it to the whole system using appropriated funds.

I might add that these efforts to get better control of our material has contributed significantly to the upsurge in use of the public library in the last couple years. We found in the last fiscal year that more people entered the public libraries of this city than attended all of the home games of the Washington Redskins, the Cap-

itals, the Diplomats and the Bullets combined. To put it another way, we found that more people entered our libraries than filled all of the theaters of the Kennedy Center over 250 times.

Now, we have tried to provide experimental services to the disadvantaged in various areas. One, for instance, is the R. L. Christian Community Library at 13th and H Streets, northeast. I brought along a picture to show you what this little steel and glass building looks like. It is on a busy street section in an area that is still recovering from the riots of 1968. I would just like to invite you to go over it any time. If you would like to be personally escorted around, we would like to do that.

The building and staff that you see are paid out of local funds now, but had it not been for the \$18,000 each year for salaries, we wouldn't be able to have that little successful library on that corner today.

Then the service that we provide to the blind and physically handicapped was started by using LSCA funds in 1974. Two years later the city picked up the cost of providing this service to the residents of this district. We have the Kurzweil reading machine that was spoken about earlier, and if you would like to have a demonstration of it, we can bring it here or we can come and get you and take you to the library so that you can see it in action.

We also have a recording booth for the use of a large number of volunteer readers for the blind who prepare audio recordings of articles, chapters, reports, and textbooks as requested by blind readers.

We still need LSCA funds for equipment, for maintenance and for supplies for this service. We are still heavily dependent on Federal funds for our participation in the FEDLINK network through which we obtain our cataloging information from the On-line Catalog and Library Center in Ohio. Just a few months ago, with LSCA funds, we opened a bright new division for teenagers and young adults which we call "The Other Place" at the Martin Luther King Memorial Library.

It is our hope that by establishing a very attractive space where young people will feel welcome and will find the kinds of programs and services that will be meaningful to them, we will be able to work with this sort of neglected segment of this city.

We have dial-a-story, which is another LSCA supported program. Since its inception we have received 2 million phone calls placed by children and others—and you notice I use the word "others" because sometimes I have tried to show off and I have asked visitors when they have been at my home late at night to give a call to dial-a-story, and we have found that all of the lines were busy, and usually this is about 2 a.m. in the morning. So you know that they are not busy from children calling, but from others.

Title III of the LSCA supports interlibrary cooperation, and this has fostered productive working relationships among libraries in both the public and private sectors. Here in the District, where one-sixth of the library resources of the country are located, the Metropolitan Washington Library Council of the Council of Governments is supported by LSCA title III, and it has had many successes in coordinating the efforts of its more than 250 members, which include private sector trade and professional associations,



universities, Federal agencies, as well as the 10 public library systems in the region.

We also support the Community Information Service, which is similar to what Ms. Curry described in Baltimore as Information and Referral. We have it in the public libraries and the libraries of the University of the District of Columbia and the junior and senior high schools of the public school system.

Finally, I would just like to add a more personal note about the role of Federal grant funds because from 1963 to 1968 I had the opportunity and good fortune to be part of a pioneering urban outreach program in the Bedford-Stuyvesant community for the Brooklyn, N.Y., public library. This was LSCA funded, and we tried to work through individuals, organizations and institutions to first make the community aware of the public library and its resources, and then we tried to relate those resources to the hopes, goals and aspirations of the residents of that area.

We were able later on to expand this program to four other communities in Brooklyn; and in 1968 I entered the doctoral program at Rutgers University and, upon completion of that minimum 3-year program, I taught in the graduate library school of Queens College at City University of New York prior to accepting my present position.

It was a grant under the Higher Education Act title II-B that allowed me at 38 years of age to leave a rather successful work experience of 13 years to pursue graduate studies and obtain a doctorate. I was able then to teach in the university and now to serve as librarian of this great city.

I only hope that such opportunities will not be shut off for others by the elimination of Federal grant programs for libraries.

Thank you.

[Prepared statement of Hardy Franklin follows.]

PREPARED STATEMENT OF DR. HARDY R. FRANKLIN, DIRECTOR, D.C. PUBLIC LIBRARY.

Mr. Chairman and members of the committee, my name is Hardy Franklin; I am the Director of the Public Library System of this city; and I am here today to tell you in practical terms what LSCA has done for the people of Washington and what some of the effects of a shutdown of LSCA would be.

While Library services in the District, as you know, are supported primarily by local taxes, LSCA funding has enabled us to do some hard-headed experimenting with newer forms of service. And I can assure you that these tests did not automatically become self-perpetuating. In several instances, we tried something new, quickly found that it would not work, and then dropped it. But most of what we started with LSCA funds has worked and much has been picked up by the city taxpayers as continuing library services.

First, let us consider the question of Library automation. Using LSCA funds we experimented cautiously with an automated circulation control system at the main library. The system proved so successful in improving our inventory control and in limiting the loss of books, that we were able to obtain regular funding in our FY 1981 budget to extend the system to all our branches. LSCA also enabled us to install an electronic detection system at all of our libraries to prevent the theft of books.

Mr. Chairman, I might just add parenthetically at this point that these efforts to get better control of our books have contributed significantly to the upsurge in use of the D.C. Public Library in the last two years. In the last fiscal year, more people entered the public libraries of this city than attended all the home games of the Redskins, Bullets, Diplomats and Capitals combined. Visitors to the Library in 1981 would have filled all the theaters of the Kennedy Center 250 times.

Second, I would like to say a word about services to a disadvantaged area, and tell you about the R. B. Christian Community Library at 13th and H Street, N.E. Using

LSCA funds we were able to test the usefulness of a small public library on a busy street which has not yet recovered from the riots of 1968. We were able to show that people would indeed use the Library and last May, with the opening of a new port-a-structure facility, funding for the Library was taken over by the city. That Library is now thriving and beginning to rival established branch libraries which have larger staffs and resources.

If you would like to see what the modest expenditure of federal funds can lead to, I would invite you to stop over any day to the R.L. Christian Community Library at 13th and H Streets, N.E. The building, books and staff that you see there now are paid for out of local funds, but if it had not been for the expenditure of about \$18,000 a year in federal funds in preceding years, we would never have gotten the successful little library that is there today.

Then, there is our service to the Blind and Physically Handicapped. In fiscal year 1974 we used LSCA funds to hire a special staff to begin providing these services. Only two years later, the staffing costs were taken over by the city budget and this has now become a normal part of our service.

There are a few activities for which we are still very dependent on LSCA title I funds. The equipment that helps the blind and visually handicapped have access to materials that are not available in braille or in talking books is very expensive. In fiscal year 1980, using federal funds we were able to buy a Kurzweil reading machine which converts the written word to an audible signal for the blind. In fiscal year 1981 we were able to buy a recording booth for the use of our large number of Volunteer Readers for the Blind who prepare audio recordings of particular articles, chapters, reports, textbooks, etc. requested by blind readers. We still need LSCA funds for equipment, maintenance and supplies for this service.

We are still heavily dependent on federal funds for our participation in the FED-LINK network through which we obtain our cataloging information from the OCLC computer in Ohio.

Just a month ago, using LSCA funds, we opened a bright new division for teenagers and young adults called "The Other Place" at the Martin Luther King Memorial Library. While use by adults and children has been increasing at a very satisfactory rate in the last few years, there has not been a corresponding growth in use by young people of junior high and high school age. It was our hope that by establishing a very attractive space where young people will feel welcome, and will find new books, records, magazines, services and programs especially selected for their interests by trained young adult librarians—we will be able to contribute to the education and development of the young people of the city. In the first month of operation, the Young Adult Room has been attracting young people at the rate of 25 an hour. If this continues, we will be able to point to another case where federal funds have helped establish and demonstrate the need for an improved service.

Dial-A-Story is another LSCA funded program which is going strong and provides a very successful service for a very low price. Since the program began more than 2,000,000 phone calls have been placed by children and others to hear a story from children's literature recorded by a trained storyteller. The average cost per call has been less than 1/2 cent. This is not much to pay for introducing a child to the good stories that are found in library books. You might try dialing Dial-A-Story late at night. If you get a busy signal, as I have, you will know that all four lines are busy and that not all of the callers are children.

Title III supports interlibrary cooperation. Nationwide it has fostered productive working relationships among libraries in both the public and private sectors. By eliminating duplication of effort and pooling resources, and cooperating in purchasing these efforts have provided better services at reduced costs.

Here in the Washington area, where 1/2 of the library resources of the country are located, the Metropolitan Washington Library Council supported by LSCA Title III, has had many successes in coordinating the efforts of its 250 member libraries which include private sector trade and professional associations, universities, federal agencies as well as the 10 public library systems in the region.

Here in the District Title III also supports the Community Information Service, a card file which provides guidance in locating community services and which is made available not only in the D.C. Public Library, but also in libraries in the city, university and in the city's public secondary schools.

I think that I have shown that our library and our city government have been diligent over the years in gradually accepting responsibility for funding the innovative programs that have had a chance to be tested because of LSCA. But our city government cannot suddenly take over all of the excellent programs that we have going now. Some of the programs are so good and so necessary that they cannot just stop on September 30, 1982. If federal funds were to be completely withdrawn, some

programs would have to be closed. Others, like the Young Adult Service, would have to be absorbed by a library budget that has been stretched beyond the breaking point by eleven years of base budget reductions.

Finally, Mr. Chairman, I would like to add a more personal note about the role of federal grant funds in the development of my own career. In 1963 to 1968 I had the opportunity and good fortune to be part of a pioneering urban outreach program in the Bedford-Stuyvesant community for the Brooklyn N.Y. Public Library. Under this LSCA-funded program we worked through individuals, organizations and institutions to first make the community aware of the public library and its resources. Secondly, we wanted to know first-hand what the neighborhood hopes, aspirations, problems and needs were. Thirdly, we tried to promote and encourage acceptance of public libraries by encouraging greater use by modifying and developing services to resolve problems, needs and objectives of the areas served.

In 1968 I entered the doctoral program at Rutgers University, and upon completion of that three-year program, I taught in the Graduate Library School at Queens College of City University of New York prior to accepting my present position. Mr. Chairman, it was a grant under the Higher Education Act, Title IIB that allowed me—at 38 years of age—to leave my successful work of thirteen years to pursue graduate studies, obtain my doctorate, teach in a university and now to serve as the librarian of a great city. I can only hope that such opportunities will not be shut off for others by the elimination of federal grant programs for libraries.

Mr. SIMON. Thank you, Dr. Franklin, for your excellent testimony.

Mr. Dale Brown, supervisor of library and media services for the Alexandria City School System.

#### STATEMENT OF DALE BROWN, SUPERVISOR, LIBRARY AND MEDIA SERVICES, ALEXANDRIA CITY SCHOOL SYSTEM

Mr. DALE BROWN. Congressman Simon, my name is Dale Brown, and I am supervisor of library and media services for the Alexandria, Va., public schools. I am also a member of the board of directors of the American Association of School Librarians and a past president of the Virginia Educational Media Association which represents school library media specialists throughout the Commonwealth.

Locally, I am a member of the Library Networking Committee of the Consortium for Continuing Higher Education in Northern Virginia, and I am also the library representative from the school systems on the Librarians' Technical Committee on the Council of Government's Metropolitan Washington Library Council.

I appreciate this opportunity to offer testimony today on behalf of legislation supporting library and information services. If I may use a personal example to begin with, my first contact with library service came as a result of Federal funding. My formal education began many years ago in a rural school in Marshall County, Ky., in the Jackson Purchase Region beyond the Cumberland and Tennessee Rivers in the western part of the State. There was no school library. There was no public library. Our reading materials were limited to school texts and those books which were owned, Sunday school literature, the newspapers and magazines.

With the depression at its peak, we did not patronize book stores. As a matter of fact, there were no book stores in our region. So the arrival of a program of book distribution through the schools as a result of the Tennessee Valley Authority-funded library project had a major impact on me and on many others who had otherwise been without any type of library service.



It was many years later that I learned of a librarian named Mary Utopia Rothrock who was the person who provided the leadership for this project, and it was Federal funding that made it possible. I am a debtor to both.

I had the opportunity to continue my education in public schools of Detroit, Mich., and later to utilize university and college libraries and public library systems, but I have never forgotten the first time that I encountered a plentiful supply of books as the result of this Federal project.

That early program was the forerunner of more recent efforts to provide Federal assistance to all types of libraries—school, public and academic. For 25 years I have been directly involved, or indirectly in some cases, in library services through teaching and administration. I have been a witness to the extension of library service to all citizens and have directly participated in the expansion of school library media services.

While school libraries extend back to the early part of this century in some city systems, the major development of school library media centers has occurred during the span of my own career in library service. Concurrently there was a significant gain in all areas of library service during this period.

I would like to make the following points in particular in my testimony.

First of all, libraries are interdependent and increasingly interactive. No one sector of library and information service can be supported at the expense of another. All constituencies must be served equally well through the school, public, academic, and special libraries and information agencies. With the advent of networking, this is an even more important point. Today's libraries provide the foundation upon which a sophisticated system of information delivery can be built, a system which can provide for resource sharing and can give assurance that our users will not be divided into the information rich and the information poor.

In Virginia a study has just been completed and hearings have been held regarding the development of a comprehensive library and information networking system. Some components are already in place and other initiatives are being taken locally which would lead to the development of a full-fledged system. Other States already have such networking systems in operation. They cannot be maintained in a funding vacuum.

At the local level, school systems in northern Virginia and community college learning resource centers and possibly some public library systems later are working on a planning document that would open up our film collections and related audiovisual resources to reciprocal borrowing and resource sharing as a component of a State networking system. At this time when budgets are limited and costs escalating, we are taking initiatives to achieve maximum utilization of resources. Should Federal funding be curtailed, this project will very likely be aborted for we do not have another potential funding source. It cannot proceed without the data base and the application of computer technologies.

Libraries must be maintained as dynamic institutions if we are to meet contemporary user needs. Federal funding has provided seed money for the development of more adequate library resources

throughout the Nation. We cannot stop at some point and freeze the collections and arrest development. Information and materials do become obsolete. Publishing continues, new technology is created, and research generates expanding sources of knowledge. To cease funding of library programs at the Federal level assures us of obsolescence at a time when our society is information dependent. If we are to maintain a position of world leadership, our library systems must continue to have a funding priority.

There is another revolution that is taking place today in education and this is related to microcomputer applications. Suddenly microcomputers are a basic component of all school systems and they are proliferating daily. These are not intellectual toys, but they are of major potential for computer-assisted instruction and information delivery to students. With the hardware must also come software, and this is where the library media centers are playing a major role in providing the tapes and discs which support multiple curricular areas.

I would like to speak also on behalf of the White House Conference and the National Commission for Library and Information Science. I was the official observer of the Association for Educational Communications and Technology at this conference in 1979. This, of course, had been preceded by 57 State and territorial conferences involving more than 100,000 people and representing the expenditure of some \$7 million in public funding to assess user needs for library and information service.

The Commission also sponsored a task force which produced the study "The Role of the School Library Media Program in Networking." Mr. Richard Hills, then assistant superintendent for instruction for the Alexandria City Public Schools, was a member of that task force. I want to make it emphatically clear that the work of this commission and the recommendations of the White House Conference are of major significance to school library media development and should not be curtailed.

I would also like to register a strong protest, since I am one of those speaking from the education sector, to the current efforts to dismantle the Department of Education. It has taken decades to achieve the departmental status, which education long deserved. Now we are faced with the prospect of dismemberment, fragmentation, and the emasculation of programs. Already, every person relating to programs of library and media services in public schools has been RIF'ed or reassigned. There is not a single voice left at the Federal level to speak for school library media services.

This process of devaluation must not proceed if education is to play a viable role in our Nation's future. There has not been a more eloquent statement lately in support of libraries than that written by Henry Fairlie in the Washington Post of Sunday, March 7, entitled "In Libraries Worlds Overlap," and I would like to place that article in the record.

Mr. SIMON. We will place it in the record.

Mr. DALE BROWN. While this hearing is not directly related to the support of library service or elementary and secondary schools, I would like to state my view in closing regarding the Education Consolidation and Improvement Act. I believe that it is long on

consolidation and short on improvement. It leaves us with the remaining funds to fight over like hungry dogs.

Two Virginians made contrasting statements about libraries and learning which I would like to close with. The first was a rather undemocratic utterance by the colonial Governor, William Berkeley in the 17th century. He said:

Thank God there are no free schools or preaching, for learning has brought disobedience into the world and printing has divulged them. God keep us from both.

I would rather reassert the sentiments of Thomas Jefferson, who provided a clear statement of support for free universal education, indicating that everyone should have a certain degree of instruction. He further stated:

I have often thought that nothing would do more extensive good at small expense than the establishment of a small circulating library in every county, to consist of a few well chosen books, to be lent to the people of the county, under such regulations as would secure their safe return in due time.

I would like to think that this committee will support the sentiments of Jefferson and Madison that libraries are vital to our democratic government and way of life and that liberty and learning go hand in hand.

I thank you for this opportunity to testify.

[Prepared statement of Dale Brown follows:]

PREPARED STATEMENT OF DALE W. BROWN, SUPERVISOR OF LIBRARY AND MEDIA SERVICES, ALEXANDRIA CITY PUBLIC SCHOOLS, ALEXANDRIA, VA.

My name is Dale Brown, and I am Supervisor of Library and Media Services for the Alexandria, Virginia City Public Schools. I also serve as a member of the Board of Directors of the American Association of School Librarians, and am a Past President of the Virginia Educational Media Association which represents a thousand media specialists throughout the Commonwealth of Virginia. Locally, I am a member of the Library Networking Committee of the Consortium for Continuing Higher Education in Northern Virginia and am the School Library Representative on the Librarians' Committee of the Council of Governments' Metropolitan Washington Library Council.

I appreciate this opportunity to offer testimony today on behalf of legislation supporting library and information services.

My first contact with library service came as a result of Federal funding. Formal education began for me in a rural school in Marshall County, Kentucky in the Jackson Purchase Region beyond the Cumberland and Tennessee Rivers. There was no school library, nor public library accessible to me. Our reading materials were limited to school texts, those books we owned, Sunday School literature, the Paducah Sun-Democrat, and the Pathfinder magazine. With the Depression at its peak, we did not patronize bookstores. As a matter of fact, there were no bookstores in our region. So the arrival of the program of book distribution through the schools as a result of a Tennessee Valley Authority funded library project had a major impact on me and many others who otherwise would have been without library resources. It was many years later than I learned of a librarian named Mary Utopia Rothrock who had provided much of the leadership for this project, and it was Federal funding which made it possible. I am debtor to both.

My elementary and secondary education was to continue in the public schools of Detroit, Michigan which had well stocked libraries at that time. I have also had the opportunity to utilize magnificent public library systems, as well as major college and university libraries. But I have never forgotten that time when I first encountered a plentiful supply of books as a result of a Federally funded project.

That early program was a forerunner of more recent efforts to provide Federal assistance to all types of libraries, public, school, and academic. For twenty-five years I have been directly or indirectly involved in library services through teaching and administration. I have been a witness to the extension of library services to all citizens, and have directly participated in the expansion of school library media services.

While school libraries reach back to the early part of this century in some city systems, the major development of school library media centers has occurred during the span of my own career in library services. Concurrently there has been significant gain in expanding public library service, and strengthening of collections in academic libraries.

1. Libraries today are interdependent and increasingly interactive. No one sector of library and information service can be supported at the expense of another. All constituencies must be served equally well through school, public, academic, and special libraries and information agencies. With the advent of networking this point is even more significant. Today's libraries are the foundation upon which a sophisticated system of information delivery can be built, a system which will provide for resource sharing and give assurance that our users will not be divided into the information rich and information poor.

2. In Virginia a study has just been completed and hearings held regarding the establishment of a comprehensive library and information networking system. Some components are already in place, and other initiatives are being taken locally which would lead to development of a full system later. Other states already have advanced networking systems in operation. Such systems cannot be maintained in a funding vacuum.

3. At the local level school systems in Northern Virginia and the Community College Learning Resource Centers, and possibly some public library systems later, are working on a planning document which would open up our film collections related audio-visual resources to reciprocal borrowing and resource sharing as a component of a state networking system. At a time when budgets are limited and costs escalating, we are taking initiative to achieve maximum utilization of resources. Should Federal funding be curtailed this project will very likely be aborted, for we do not have another potential funding source. It cannot proceed without the development of a data base and application of computer technologies.

4. Libraries must be maintained as dynamic institutions if we are to meet contemporary user needs. Federal funding has provided basic seed money for the development of more adequate library resources throughout the nation. We cannot afford to stop at some point and freeze the collections. Information and materials do become obsolete. Publishing continues, new technology is created, and research generates expanding sources of knowledge. To cease funding of library programs at the Federal level assures us of obsolescence at a time when our society is information dependent. If we are to maintain a position of world leadership, our library systems must continue to have a funding priority.

5. There is a revolution taking place in education today related to microcomputer applications. Suddenly microcomputers are a basic part of the educational environment and are proliferating daily at an amazing rate. These are not intellectual toys, but have major potential for Computer Assisted Instruction and information delivery to students. With hardware must also come software, and this is where library media centers are playing a major role in providing the tapes and disks which support the multiple curricular areas.

6. I was the official Observer of the Association for Educational Communications and Technology at the White House Conference on Library and Information Service held in Washington, D.C. in 1979. This conference was preceded by conferences in 57 states and territories involving approximately 100,000 people. The entire effort represented direct and indirect support of approximately 7 million dollars of public funding to assess user needs for library and information services. This conference was an outgrowth of the National Commission on Libraries and Information Science. The Commission also sponsored a task force which produced the study "The Role of the School Library Media Program in Networking." Mr. Richard B. Hills, then Assistant Superintendent for Instruction in the Alexandria City Public Schools, was a member of that task force. I want to make it emphatically clear that the work of this Commission and the recommendations of the White House Conference are a major significance to school library media development, and should not be curtailed.

7. I would also like to register a strong protest to the current efforts to dismantle the Department of Education. It has taken decades to achieve the Departmental status which Education long deserved. Now we are faced with the prospect of dismemberment, fragmentation, and emasculation of programs. Already every person relating to programs of library media services in the public schools has been RIFed or reassigned. There is not a single voice left at the Federal level to speak for school library media services. This process of devaluation must not proceed if education is to play a viable role in our nation's future.

8. There has not been a more eloquent statement lately in support of libraries than that written by Henry Fairlie in the Washington Post of Sunday, March 7, 1982, entitled "In Libraries, Worlds Overlap". I would like to place this article in the record as a part of my testimony. (Attached)

9. Two Virginians present contrasting views on books and learning. We should beware of a recrudescence of the undemocratic doctrine uttered in the 17th century by Virginia's colonial Governor William Berkeley:

"Thank God there are no free schools or preaching, for learning has brought disobedience into the world, and printing has divulged them. God keep us from both." Rather I would reassert the sentiments of Thomas Jefferson who provided a clear statement of support for free universal education, indicating that everyone should have a "certain degree of instruction". He further stated that:

"I have often thought that nothing would do more extensive good at small expense than the establishment of a small circulating library in every county, to consist of a few well-chosen books, to be lent to the people of the county, under such regulations as would secure their safe return in due time."

I want to thank all members of this Sub-Committee for the opportunity to offer testimony on this subject which is of vital concern to all our citizens.

[From the Washington Post, Mar. 7, 1982]

#### IN LIBRARIES, WORLDS OVERLAP

(By Henry Fairlie)

Libraries are again being besieged, although not yet being burned. Public and university libraries—the latter include many of the great research libraries—are critically short of money. School and public libraries are being plagued by the efforts of a virulent minority to censor them. Yet the majority seem to manage only a yawn at "another 'Save the Libraries' plea."

Libraries perform many useful services. One of the programs now offered by many libraries—and threatened by cuts—teaches illiterate and foreign-born people how to read. Many who take advantage of these programs are unemployed or underemployed. As the librarian of the Queens Borough Library in New York has said: "For them, this is the road toward filling out a job application or reading a want ad."

But the case for public libraries does not rest only on utilitarian arguments. We must have a feel for what they are. A mother who is actively campaigning for the proposed new library in western Prince William County told a Washington Post reporter: "My little boy just sits and cries and cries because I can't take him to the library when it starts to snow. It's too far and the roads are too bad." Those tears, appropriately, speak volumes.

I sympathize with the boy from my own childhood. I do not know what I would have done without a library only a mile away. During my school holidays I arrived there as its doors opened in the morning. One summer a chain grocer's on the way was giving away free samples of a new import from America: I stopped on the way both to and from the library to eat my first waffles as they dripped with golden syrup.

Sometimes I finished the book which I had taken out in the morning before the library had closed in the evening. I took it back to exchange it for another, to be told that one could not return a book on the same day. This was one of my first encounters with bureaucracy; not even the cunning of a schoolboy could get around it. I took to filching the library cards of my six brothers and sisters.

Libraries are more than the number of individual books in them. It is that they are all gathered together, cheek by jowl, that is so inviting and endlessly intriguing. That there should be so many books—yes—but also so many worlds they can open. You have to be patient with a small child in a library. Even if he is choosing only between picture books, he is choosing between lands and continents.

Books are living things. Libraries are living places. Nat Hentoff recently recalled that he spent his evenings as a boy in the Brooklyn Public Library. When he added that he was "far from the only kid there," Norman Mailer responded: "I was one of those kids." That tells a lot. One knows why other kids are at the movies or a ball park—but what is that kid over there doing and reading in the library?

To read of a private library that has been dispersed is like reading of something living that has been dismembered. Cicero lost most of his precious library when he was driven into exile, yet he seems to have recovered some of the books, for he

102



wrote to his friend Atticus that a slave named "Tyrannion has made a wonderfully good arrangement of my books, the remains of which are better than I had expected."

He borrowed two other library slaves from Atticus to help "as gluers and in other subordinate work," and wrote to Atticus later that they had done their work well: "Your men have beautified my library by making up the books and appending title slips. . . . Since Tyrannion has arranged my books for me, my house seems to have had a soul added to it." Every lover of libraries will respond to that.

One Sunday evening a few years ago, I called my friend William A. McPherson to ask if I might drop around. He said that he was rearranging his books. Far from this being a deterrent, I was all the more eager to go. Rearranging one's library is a physical as well as an intellectual labor. I cannot say that I contributed much physically. I sat in an armchair, and directed the operation, sipping his scotch as a reward.

The library of the editor of Book World, as he then was, is interesting to a mere reviewer for it. "Now I see," I exclaimed at one moment, "why I never get the hard-back copies of the books I have reviewed from the galley proofs." Nevertheless, I continued with my advice and his scotch, devising categories for books with no obvious place. In his own library, I was Cicero, he the slave Tyrannion.

The problems that arise in arranging one's own books remind one of the importance of cataloguing. Anyone who has studied the Dewey Decimal System, or the eccentric and complex system used by the Library of Congress, must realize that cataloguing is genuinely an intellectual exercise. Both classifications for every book now published are given on the reverse of its title page.

What cataloguing involves is a series of decisions about the borderlines between different branches of knowledge. Should a book be entered under "Psychology" and, if so, under what branch of "Psychology"? It is not all that many years since "Psychology" freed itself at Harvard from "Philosophy," and a librarian of stern mind and intellectual discipline might catalogue it there again. It would be perverse of him but interesting.

Playing Cicero in McPherson's home, I found him a rebellious Tyrannion, with some slack and American notions. By the end he showed an inclination to throw every book which could not easily be classified into a pile which he indiscriminately called "Travel." I suppose that to an American everything done, said or written beyond these shores does seem like "Travel."

We scarcely had so awesome a task as that which faces the Librarian of Congress, but what made the occasion so memorable was that, as we considered where a book should be put, we were discussing what the book was really about. Merely rearranging the books in one's own home is a reflection of the infinite worlds that await exploration in any library. What is more, the worlds overlap. A child with his picture book knows that.

Columbus found some of his inspiration in the books that he read. But it was his fascinating and scholarly son Ferdinand who collected a large and splendid library of more than 15,000 volumes. That is an extraordinary number of books for the beginning of the 16th century. At his death his library went to the cathedral chapter of Seville, at whose hands "it suffered shameful neglect and dilapidation."

Among the 2,000 volumes that remain is his copy of Seneca's "Medea," in which Seneca prophesied that "An age will come after many years when the Ocean will loose the chains of things, and . . . disclose new worlds." In the margin against this prophecy, Ferdinand wrote the tremendous words: "This prophecy was fulfilled by my father . . . the Admiral in the year 1492." Not many books contain such a triple reminder—Seneca's, Columbus' Ferdinand's—of the worlds within them waiting to be explored.

Yet in the small space of any library are those worlds, and a small boy cries if he is kept from them. At a meeting held recently to raise funds for the Brooklyn Public Library, . . . as Irwin Shaw, Frederick Pohl and Isaac Bashevis Singer testified to the use which they had made of libraries as boys—and still as adults. "When I come to a new place," said Singer, "my first question is, 'is there a library here?'"

One can, of course, carry the addiction too far. Sir Thomas Phillipps, born in 1792 and died in 1872, collected a vast library. "I want to have one copy of every book in the World!!!!!!", he once declared. One of his friends noticed that Phillipps' house was sinking into the ground under the weight, and his wife understandably wrote: "Oh, if you would not set your heart so much on your books, . . . how thankful I should be!"

His fortunate descendants are still, bit by bit, auctioning off the library. More than one generation has made tidy sums out of the collection. One wishes that Phil-

lipps had had the foresight of a J.P. Morgan or a Henry E. Huntington, to make provisions for keeping his library together. The Huntington Library in Pasadena is now a national treasure.

Among a heap of wastepaper which Philipps kept—he kept everything—was found the lost half of the original manuscript of Caxton's Ovid. In a single volume, again, ages and worlds are joined. But the whole point of such stories is that from a small boy picking out a picture book, to a schoolboy picking up waffles on the way to the library, to the student trying to learn or merely wishing to read, to the careful scholar and the ordinary adult reader, there is nowhere else, not a movie or a docudrama, that can so transport one to worlds upon worlds upon worlds all in one room or building, as a library and its stacks.

Mr. SIMON. We thank you very much, Mr. Brown.

Because we have a time problem, we would like to submit some questions in writing to the four of you, and if you can respond in writing as promptly as possible so we can have that for the record, we would appreciate it.

Also, Ms. Collett, are these statistics attached to your statement? I would like to have that sheet titled simply "St. Louis Public Library" with its statistics, a two-page document, inserted in the record at this point also.

We thank you very, very much for being here today.

[The St. Louis statistics follow:]

#### ST. LOUIS PUBLIC LIBRARY

##### Costs

Cost of main library.....	\$2,433,623
Personnel.....	1,090,115
Materials.....	378,000
Operating expenses.....	365,000
47 percent of a total operating budget of.....	5,158,020

#### SOURCES OF REVENUE

[In percent]

	Last year	This year
City of St. Louis taxes.....		
Real estate tax.....	12	12
Personal property tax.....	16	10
Meschants and manufacturers tax.....	2	1
Intangibles tax.....	3	2
State aid.....	13	18
Interest.....	3	4
Federal aid.....	1	6
Gifts, fines, reimbursements.....		

Real estate tax has been lower each year for at least the last three yers; and tax abatements continue.

Intangibles is almost half of what it was two years ago and is still dropping.

Forty-eight large public libraries surveyed: St. Louis ranked 31 of 48 for per capita support. Boston provides 2½ times as much support per capita, Washington, D.C. 2 times. Cleveland 3 times.

#### USE OF MAIN LIBRARY

Over half non-residents: 53 percent in one department surveyed for two weeks recently.

Among area business last month: One engineering firm used one department at Main 14 times and four other departments at least once. One architectural firm used four departments five or more times each. A total of 127 businesses (who iden



tified themselves) asked for assistance 278 times, plus all the times business users did not identify themselves or ask for help.

#### RESOURCES

St. Louis Public Library has more than 3½ times as many different books, more than 4 times as many magazine titles, 10 times as many government publications, and 6 times as many microfilms and fiche as any other public library in the metropolitan area. Plus over 100,000 maps, 24,000 music scores, and over half a million pictures.

St. Louis Public Library is the only public library in the area which is hooked up to a national on-line database that can locate books and periodicals for patrons. The SLPL collection is included in the data.

#### ST. LOUIS MAIN LIBRARY

21 professional librarian subject specialists in 12 subject departments choosing materials and helping users.

4.5 staff answer telephone reference questions 9:00 a.m.-9:00 p.m.

3 full-time staff fill requests from other libraries for books. In one month, 2,662 requests were received from other libraries, while St. Louis Public Library requested 30 books for its users.

#### ST. LOUIS COUNTY HEADQUARTERS LIBRARY

7.5 professional librarians helping users and doing interlibrary loan.

#### BUT—

\$0.82 per City resident was spent last year on library materials for the Main Library of St. Louis Public Library (SLPL).

\$0.56 per City resident was spent last year on library materials for the neighborhood libraries.

\$1.22 per County resident was spent last year on library materials for the St. Louis County Library.

SLPL purchased 4,596 current periodical titles in 1971; in 1981, 1,942.

SLPL purchased 147 current newspaper titles in 1971; in 1981, 73.

Volumes added to the collection in 1971: 94,854; volumes added in 1981: 40,749.

Titles added to the collection in 1971: 19,605; titles added in 1981: 11,612.

In 1971, SLPL had 20 libraries including Main Library; in 1981 there were 15.

In 1971, full-time staff numbered 362 at SLPL; in 1981 there were 224 full-time employees.

The cost of living is up 220 percent since 1971.

Book prices are up 650 percent since 1971.

The cost of periodicals is up 90 percent since 1971.

St. Louis City property tax valuation is the same in actual dollars as it was in 1971.

A recent study of Main Library's physical condition reports that 2 million dollars would be required for minimum repair, replacements, and refurbishing of much of the building. For example, there is a rotting support structure under the main entry, steps which poses a severe safety hazard, the original guttering and joining is leaking, there is dry rot in all window frames, etc.

SLPL does not receive any revenue sharing funds from CDA.

SLPL does not receive and revenue from City Earnings Tax.

Mr. SIMON. I would also like to mention for the record that Francis Scannell, the Michigan State librarian, was scheduled to testify today but was unable to do so because of injury. However, his testimony has been forwarded to us and it will be entered in the record. [Prepared statement of Francis Scannell follows:]

#### PREPARED STATEMENT OF FRANCIS X. SCANNELL, STATE LIBRARIAN OF MICHIGAN

My name is Francis X. Scannell and I am the State Librarian of Michigan. I have held this position for the last 14 years, during which time I have been responsible for the administration and distribution of federal funds to libraries throughout the state. I appreciate very much the opportunity to appear before this committee today

and wish to thank Chairman Simon for his kind invitation to make this presentation.

Michigan more than any other major state, has felt the brunt of this deepening recession-depression. It is in this climate of financial austerity that Michigan is being asked to take over certain federal programs, including federally-funded library programs, under the President's new federalism initiative. The Food Stamp and Aid for Dependent Children programs make the headlines. There are, however, others such as the library programs which do not make the headlines or the six-o'clock news—programs that for many years the states, particularly Michigan, have continued to support during periods of economic slowdown. Last year, Michigan state aid to public libraries reached a new high of \$7,900,000—still only half of what is needed from the state to support quality library service. The State of Michigan also gives the city of Detroit \$4,000,000 annually to be used exclusively for the main city library. This is where the federal grants from the Library Services and Construction Act (LSCA) have continued to make a difference—in programs that, in spite of generous state support, are needed and vital and could not be furnished without federal help. I do not intend to list every single federal project that I have deemed significant over the past 14 years. Instead of giving you a litany of successful projects, I would like to indicate to you how some of the federal dollars were allocated.

In the 60's and early 70's, over 75 public library buildings in Michigan were either newly constructed, renovated, or had needed additions built with federal funds. One such public library was in Benton Harbor, Michigan. In the 60's, Benton Harbor needed a new modern public library structure. It needed it badly, and it received a federal building grant on a matching basis. Now in the 80's, Benton Harbor is one of Michigan's most distressed cities, on the brink of bankruptcy. A federal grant, not a large grant—only \$25,000—was given to the Benton Harbor Public Library just a year ago to allow it to keep its doors open. The federal grant was the difference between Benton Harbor having a public library or no public library service at all. As you are aware, the Library Services and Construction Act, Title II has not been funded for quite a few years now, and Michigan still has upwards of 75 to 100 communities that need library buildings from such funds—not to mention the State Library itself which has been in rented warehouse quarters for over 30 years.

The Library Services and Construction Act, Title I, while allowing us at the state level to support programs as varied as "Colleges Without Walls" projects or the establishment of 4 regional film centers throughout the state, had its greatest achievement, in my mind in establishing 10 subregional libraries for the blind and physically handicapped which made it possible for such library patrons to have a service without parallel in the nation. The cutting off of the Library Services and Construction Act funds for this particular program in Michigan would simply add one more human services program to a list that the state is not at this time in a position to sponsor. Countless thousands of elderly patrons in nursing homes, homes for the aged and other institutions would be left without this vital service, the access to books, newspapers and magazines that is essential to their daily existence. When news of the possible cuts was relayed to this group of library patrons in Michigan, the Department of Education, State Library Services received more letters asking for help and assistance than we have received in connection with any other programs we have undertaken.

Title III of the Library Services and Construction Act has made it possible for us in Michigan to establish for the first time multi-type areas of cooperation where libraries in 17 regions of the state, on a voluntary basis, have begun to work together to share their resources in a given locale. I repeat, for the first time, a genuine effort on the part of college and university libraries, community college libraries, public and school libraries, special libraries and institutional libraries are fully aware that for their own good they must be willing to share and share alike in order to make all the library resources of the State of Michigan available to its citizens.

A few years ago, funds from Title III of LSCA also were used to help establish the Michigan Library Consortium in an effort to tie the libraries of Michigan in with the Ohio College Library Center. The Consortium, after a slow start, with the help of the Title III seed money is not a booming endeavor with several hundred library members throughout the state.

Finally, the State Library itself has relied heavily on federal funds to advance its programs during the past years, and any further cut or rescission during this fiscal year, or zero funding for the next fiscal year, will put library services in Michigan back 50 years.

Mr. SIMON. Our final panel is composed of Leonore Bright, Catherine J. Lenix-Hooker, Representative Geil Orcutt and Daniel H. Carter.

~~Leonore Bright is a member of the executive board of the White House Conference on Libraries and Information Sciences Task Force and comes from the intriguing place listed here as Pagosa Springs, Colo.~~

**STATEMENT OF LEONORE BRIGHT, MEMBER, EXECUTIVE BOARD, WHITE HOUSE CONFERENCE ON LIBRARIES AND INFORMATION SCIENCES TASK FORCE, PAGOSA SPRINGS, COLO.**

Ms. BRIGHT. Thank you, Congressman.

I want to thank you for this tremendous opportunity to come today because I think I am the only one sitting in this room that is not either a politician or a librarian. I am just a plain old person who likes libraries and likes to vote. So I am here to speak for all those people out there.

Mr. SIMON. We thank you for your presence.

Ms. BRIGHT. I have some written testimony that I have given to Marilyn.

Mr. SIMON. We will enter that in the record.

Ms. BRIGHT. Thank you.

I want to verify everything that has been said here previously today.

I was elected to represent the State of Colorado and go to the White House Conference. That was a number of years ago now, but for 4 years I have been learning about the plight of libraries and how they fare in the funding cuts of all budgets.

I was interested in your question as to what would happen at the local and the State level if you take away your funding, so I will address that. But I have to start first with the White House Conference, because that was a very meaningful experience. As Mr. Brown said just before me, hundreds and thousands of peoples' lives were touched with that important happening, and these people have gotten involved back home at the State and the local level. They are now educating the politicians to show them how really important library and information services are to us all.

We are talking now about an assault on all of our information access, and it is very frightening. This is not just talking about libraries and schools. We are talking about access to information that is so very, very important.

The White House Conference was put together over a number of years. Republicans and Democrats both worked on this. This information problem is too important to get bogged down into political considerations and to be going along fine for a while and then simply dropped, and this is what frightens me at this particular point.

The White House Conference was put together by the National Commission on Libraries and Information Services. They worked on it many years. They had many people who came and went that were appointed by various Presidents of different political views, but all of the time up until right now it has not been political. It has been for the good of the country.

Right now they are going to be dropped. They are at zero funding as your LSCA funds are being dropped. This would be an absolute tragedy if this were to happen because right at this point we are looking at ways to bring together all of the networks of information throughout this country and then internationally. This goes beyond us all.

This one Commission—I can't speak for other commissions—but I do know of the dedication and the work that these people have done to bring together the information people in this country and to avoid duplication of services. If you are looking for cost-effective Government programs, here is a perfect one. They have been able to bring together politicians, the public and private sector, businessmen, people from all walks of life, get them in one room and not let them out until they came to some kind of a conclusion that we better start cooperating, we better start sharing our resources, we better start sharing our information.

So I am here, No. 1, to speak for continuing the work of the National Commission, because we need this national frame together of all the information groups.

No. 2, we cannot do without the Federal role in libraries and education. I was very fortunate. I lived in the Denver metropolitan area all of my life and I have now moved to that intriguing town, Pagosa Springs, which is so remote I can't believe it. I have elk eating outside my door now, and I just stand and enjoy it so much. But I gave up a great deal. I gave up communication with the rest of the world.

We don't have a very good television there. We get our television from New Mexico. I do not know what is happening in my State, and that is terrible. That is disenfranchising and debilitating. I do know now what it means to not have information. We have a tiny, little library. It is supported by the Women's Civic Club. We are very lucky to share a phone, and we are looking at trying to get into the technological situation of having computers. The children in Pagosa Springs have never seen an escalator. They don't even have a chance to get a McDonald's hamburger. We are trying to bring them into this world of technology.

I would say to you that we are not only going to have to return to the basics—reading, writing, and arithmetic—but we are going to have to add that other basic of technological literacy. As the gentleman before me said, again, we are being divided into the information rich and the information poor. Our tax money generated all of this information, and I think it would be a very terrible shame if then we, as taxpayers, could not have access to that and could not continue to grow.

Networking is the biggest, important thing, the gentleman said. NCLIS is working on that. We are all working on it. LSCA funds have allowed the State of Colorado to give access to me and to Pagosa Springs to interlibrary loans, and to me interlibrary loans and LSCA funds, we cannot do without you.

But on the other side of the coin, as we delegates elected to the White House Conference came back and we are now working in our local areas, in our States, I am very proud to say that in our little, tiny town of Pagosa Springs, myself and another White House delegate who lives in that area were able to get a 17½-per-

cent raise in county funds for that library. We were able to get a 13-percent raise in regional interlibrary loans at the State level.

We are taking positions on boards and committees where we can raise the public awareness of just exactly how important libraries and information sciences are.

I want to close with two other statements.

This particular administration has asked that the private sector start volunteering to fill out some of these roles. Well, my husband about threw up his hands and stalked out of the room because I have been volunteering for so long and he is really getting very tired of it, and he says, "If you volunteer for one more thing, you are out." I am also the vice president of his company, and I think he has fired me because I have been doing so much volunteering. I don't know how many hours I have put in, but I know many people who have put in hundreds and thousands of hours, and I do have some statistics on that.

The National Commission is able to bring in people from all walks of life, and these people have served on task forces for them, spoken for them, and then all of this work. The figures that I have here show that they have four task forces that dealt with specific things. They got 62,000 hours volunteered by 61 topnotch people for the price of a plane ticket to Washington, D.C., and a \$75-per-day per diem. I am not much of a mathematician, but for every dollar you are getting about \$.55 contributed by people, and again, it is a marvelous showing of people working together, cooperating to solve our problems.

My last statement is that in my estimation an informed and an articulate citizenry is our country's best defense. It is not only our best defense, but it is our greatest natural resource. As the White House Conference determined, education has to be one of our most fundamental Government responsibilities and there has to be a continuing Federal role because we have gotten great because of our national standards, our national abilities to cooperate, and our national demand that we will have free and equal access to education and information services in this country.

So please don't let us down. We admire and applaud your attempts to keep the Federal budget within reason, but there are some things that are the job of the Federal Government and speaking on behalf of 250 million Americans, I ask you to be just and humane when you determine what those jobs are.

Thank you.

Mr. SIMON: Thank you very much.

Catherine J. Lenix-Hooker, the assistant director of the Schomburg Center for Research in Black Culture in New York. We are pleased to have you with us.

**STATEMENT OF CATHERINE J. LENIX-HOOKER, ASSISTANT DIRECTOR, SCHOMBURG CENTER FOR RESEARCH IN BLACK CULTURE, NEW YORK, N.Y.**

Ms. LENIX-HOOKER. I would like to say, to start off with, that I, too, was a recipient of a title II-B full fellowship to attend the University of Maryland and that enabled me to get my master's in library science in 1970. So I would also like to go on record as saying

that I would hate to see such a program not be funded, because I know there are many, many struggling young individuals out there who have the scholastic ability but just do not have the funds to really supplement their continuing education.

I would like to say further, Mr. Chairman, to start off, to quote a sentence from the book, "The Effective Executive," by Peter F. Drucker, he stated:

There are few things less pleasing to the Lord and less productive than the Engineering Department that rapidly turns out beautiful blueprints for the wrong product.

In that spirit, I would like to say that there are few things less pleasing to the Lord and less productive than a Congress that rapidly shifts to port away from the right commission; namely, the National Commission on Libraries and Information Science.

A little over a decade ago, an august body of Congresspersons like yourselves passed a bill proclaiming that NCLIS would be your permanent advisory organization to keep you abreast of the diverse library and informational needs of this Nation's local, State, and Federal libraries, a nation comprised of people who all need information and whose categories of informational and service needs are as diverse as the number of listings in the New York City telephone directories.

NCLIS has made order out of disorder. NCLIS disseminates the library and informational needs of this country and gives Congress recommendations based on the Commission staff's and the volunteers to that staff's long hours of research. It is just given, the kinds of volunteer help and the many hours, some 62,000 hours given just last year, by consultants in various fields just for the cost of a plane ticket and a \$75 per diem.

NCLIS has had a unique role on being nonthreatening to all sectors of the information community and, thus, NCLIS was able to make the kinds of recommendations that have had countless ramifications in the brief history of this Commission.

The 1970's put this country into the computer age. We got caught up in that explosion of technology, and libraries and the information world quickly became engulfed in many phases of this new technology. Now the days of the 3 by 5 catalog cards are on their way out, and what is coming in is the online computer terminals that are fully equipped with CRT screens, central processing units, storage discs, new applications, management-generated data, and so forth, and so on.

This is great. Computers are buzzing along and material collections are being converted into machine-readable and retrievable format. Independent computer hardware companies are cropping up overnight, and with all the wise, wonderful, promising sales techniques that are promising you everything, this proliferation of computer software-hardware divisions and the duplications that have evolved in the 1970's is really mind-boggling. However, NCLIS was there. NCLIS was able to look back in the 1970's and look forward into the 1980's, and their agenda for the 1980's includes a term that you have heard quite a bit this afternoon. It involves networking.

Now, to kind of skip-around a bit for the sake of saving all of you some time, I would like to enter the rest of my statement.



Mr. SIMON. We will enter the full statement. We appreciate your doing that, because we may be called off here any moment.

Ms. LENIX-HOOKER. Right. I would like to just conclude by making two points. In this term "networking," there is a regional library group, and if a researcher at Stanford University wanted some obscure information on a Haitian collection, they can punch in a few key words into a computer and they will be able to note that the Curt Fisher file on rare Haitian books is found in the New York Public Library at the Schomburg Center in its archives room. So networking has really come of age and NCLIS was very instrumental in seeing to this and keeping you advised on the status of this art.

I would like to make one analogy before I close.

NCLIS monitors the pulse beat of the Nation's library arm. It is the organization, and this organization alone, you must keep in mind, that is able to objectively examine informational needs of the problems of the Nation and prescribe the precise medication or preventive steps needed to be taken to assure that this Nation is well on its way to becoming healthy and strong in its informational future.

Now, I ask you, Mr. Chairman, by placing your committee in the role of a pharmacist and NCLIS in the role of the doctor who now seeks to continue to give this kind of advice to you, that you continue to dispense the kinds of medication that will keep the patient, this Nation, a nation full of library and information needs, keep them strong, keep them from ailing.

I therefore urge you to support the funding of NCLIS for fiscal year 1983.

Thank you.

Mr. SIMON. Thank you very much.

Representative Geil Orcutt. We have had you as a witness before and we are pleased to have you again.

#### STATEMENT OF GEIL ORCUTT, STATE REPRESENTATIVE, NEW HAVEN, CONN.

Ms. ORCUTT. Mr. Chairman, my name is Geil Orcutt and I am a resident of the State of Connecticut and a State legislator. As such, I have chaired a subcommittee of our joint committee on education for the last 6 years. It has a responsibility for oversight of the implementation of library legislation and the screening of new legislative proposals in the library information area.

I also serve on the advisory committee on State libraries in Connecticut that makes recommendations about the disbursement of LSCA money to the State library board.

I was a lay delegate from Connecticut to the White House Conference and I now serve on the continuing White House task force.

We are all aware of the extraordinary growth in the volume of information in recent years and fortunately along with this growth has developed a science and technology making it possible to organize this information so it is useful and can be readily accessed.

All decisions, be they governmental or decisions by other segments in society, are the best possible decisions when they are based on the best and the most timely information. This is also



true of the individual citizen and his own personal decisions. The public library in the community has always played an important role in the dissemination of information to people.

The recent information explosion, as it is sometimes called, has expanded this role for the library. Our public libraries together already represent an enormous resource, well distributed and easily accessible to the public. There is no other agency in our communities so well groomed by experience, well equipped or well placed to serve the public with information as the public library. However, to serve the local citizen adequately, the local library now needs to be able to access information that is beyond its own resources.

As we all know, arrangements for resource sharing have developed regionally, statewide, and nationally, and the pooling of information resources ultimately to encompass information from all sources is important to every citizen in the United States. It has to be together with access to this information, and to be a part of this exciting development and gear up for that essential access is placing an enormous burden on our local libraries.

Many of us working in States and local communities with the problem of meeting the information needs of our citizenry are deeply concerned with the unevenness of this development. We see the capacity of large businesses growing to meet their information needs, but small businesses are finding they cannot afford the equipment and software that they have to have.

We find the public library in the well-off community developing its capacity to tie into growing information networks; whereas, the library in the poor community barely affords the staff time to listen to the requests of the public, with almost no resources beyond its own limited collection, and even finds the cost of a long-distance telephone call excessive.

We are anxious, as we perceive a developing gap between those and all sectors of society that enjoy much of the information service that they need and those who are being forced to make their decisions with ignorance.

Parenthetically, I would like to remind you that in testifying before this committee before in New Haven, Conn., I called your attention to the disequalizing effect for educational opportunity that the variability in the level of development of public and school libraries is having, somewhat parallel to the development that I just referred to.

Much of what I have said about the rapid development in the information services is not news to you, I know, but I wanted to underline the importance of this development to every citizen in the United States, and I hope that you share our concern for this possible division of our citizenry between the information rich and the information poor.

The establishment of the National Commission demonstrated the recognition of the 91st Congress that such a large national development as we have in library and information services needs the monitoring and steering of a national supportive agency. It was inevitable that with such an enormous development there would be many persons and agencies in both the public and private sector involved in the action, and one of the most important roles the Na-

tional Commission has played is in the coordination of these numerous actors and actions.

Out of ignorance about the various programs, overlapping and duplicating efforts have developed. As was mentioned previous to this testimony, if the committee doesn't know, it certainly should seek information from the Commission relative to the really large sums of money that have been saved by the Commission bringing persons together to talk with one another and to plan together to eliminate duplicating effort.

The Commission has also sponsored essential research through task forces on the information needs and access to information of special constituencies such as rural people, minority people, the elderly. Unfortunately, very little research is afforded at either the State or the local level, and to accomplish our goal to provide adequate and timely information service to all citizens, this research is enormously important, as well as the distribution of the results of all research efforts. And, of course, the National Commission has been playing an important role in that.

The Commission, as a statutorily established agency, has been able to secure the cooperation of both public and private agencies and the contribution of time and expertise that has been alluded to in previous testimony that no State or local agency could possibly command. To withdraw funding from the National Commission on Libraries and Information Science and leave this enormous development in library and information services at midstream, without national direction and coordination, is to me unthinkable.

The goals stated in Public Law 91-345 for library and information services adequate to meet the needs of the people of the United States will not be achieved without the kind of leadership that the National Commission has been able to deliver and to continue to provide.

Thank you.

Mr. SIMON: Thank you.

And finally Mr. Daniel H. Carter, the vice president of Texas Instruments from Houston, Texas.

Mr. Carter, we commend you for your patience, for being here all this time, and for being willing to be on the last of the series of witnesses here.

#### STATEMENT OF DANIEL CARTER, TEXAS INSTRUMENTS, HOUSTON, TEX.

Mr. CARTER: I am assured that I am here because I want to be here and I have enjoyed the proceedings to this point.

I would see that the record is corrected, and members of the House who may be interested. I am not a vice president of Texas Instruments, I am a vice president of promotion but I don't feel very comfortable in that position. However, an effort of advanced business and information products efforts in Houston, Texas.

As a representative of the private sector, the for-profit element of the private sector, I would like to speak very briefly to some of the issues I see in regard to the public-private sector relationships.

evolving today, and in particular those relating to the economic, the cultural and information well being of our society.

When considering the satisfaction quotient of a participant from the private sector, many dimensions come to view, not the least of which is how my presence, my contribution and my very existence has impacted my fellow worker and my community.

In considering such aspects of the satisfaction quotient, I can cite some very specific experiences that in my mind illustrate the extent and depth of concern of the private sector with the wants and needs perceived in the public interest areas relating to their information well being.

My company, Texas Instruments, and many, many other for-profit businesses have had recent opportunities to work with the National Commission on Libraries and Information Science, NCLIS, on programs, projects and issues relating to library and information policies. I have found this particular forum where projects are undertaken jointly by members of the public and private sectors to be uniquely satisfying. How often do the private, for-profit sector representatives and public sector agencies sit side by side to consider and consult with each other to resolve the kinds of problems, the opportunities and challenges we face in this information age. Not often enough.

The project most recently in mind is that which produced the White House Conference on Library and Information Services, WHCLIS, which in turn mandated several must-do projects as followup. My company eagerly supported the White House Conference activities, contributing resources and manpower over a planning and implementation period in excess of a year. We and many others were pleased to help NCLIS bring this project off.

Now, most recently, the report to NCLIS from the public sector-private sector task force, entitled "Public Sector-Private Sector Interaction in Providing Information Services," has just been published. This is one of those must-do's which was generated at WHCLIS. It has been an effort made possible by the NCLIS forum through their support and management. It, too, was made possible only by those many individuals who, as representatives of the private sector, gave eagerly of their time and resources to this project.

Mr. Chairman, I recommend that this report, a copy of which I offer you, be recorded in the proceedings of this hearing.

Mr. SIMON. It looks like a rather lengthy report. That is my only hesitancy.

Mr. CARTER. There is an executive summary in the front which is limited.

Mr. SIMON. We will enter the executive summary of that report in the record.

Mr. CARTER. Thank you, sir.

In conclusion, then, let me say this: That the catalyst that the forum represented to us by NCLIS must not be allowed to die. It would be a travesty to see this motivation and this vehicle disappear from the public and the private sector environment where we like to contribute and see happen.

Thank you very much.

Mr. SIMON. Thank you very much.

Unfortunately, I have been handed a message. I have to get over to the floor on things that relate directly to what we are talking about here.

There is a good possibility that you may receive some questions in the mail. If you can get them from Pagosa Springs, Colo., or wherever you are from, back to us as rapidly as possible, we would appreciate it.

The subcommittee hearing stands adjourned.

[Whereupon, at 4:15 p.m. the subcommittee adjourned, to reconvene at the call of the Chair.]

[Material submitted for inclusion in the record follows:]

[From the Education Daily, Mar. 8, 1982]

#### COURT ASKED TO RULE ON "MANDATORY SPENDING" OF LIBRARY FUNDS

New York and six other states filed suit in federal court Friday to force the government to hand over \$20 million in library funds they claim are being illegally impounded.

The states cite as grounds for their lawsuit a General Accounting Office opinion last month that said the library funds are "mandatory spending" under federal law and cannot be withheld (ED, Feb. 8). The Reagan administration asked Congress's investigative arm to review its decision, but GAO has not issued any new findings.

The Library Services and Construction Act (LSCA) money supports state library services and interlibrary cooperation among public, schools and university libraries.

Although Congress appropriated \$71 million for LSCA under the fiscal 1982 continuing resolution, the administration allocated funds to states based on a lower budget and marked \$20 million for rescission in 1982.

#### BROAD APPLICATION

"The suit has broad implications, not just for the LSCA," said Alistair MacKinnon, coordinator of federal legislation for the New York State Education Department. "We're talking about the possibility of applying the principle of 'mandatory spending' to other programs such as College-Work Study and education research," he said Friday.

Joining New York in the suit against the Office of Management and Budget were California, Florida, Kentucky, Maryland, Ohio and Oklahoma. GAO is expected soon to rule again on the legality of the impoundment under the 1974 Budget Impoundment and Control Act, but even so, the suit won't be dropped, MacKinnon said.

Administration officials Friday could not be reached for comment. The case, *Ambach v. Stockman*, was filed in U.S. District Court for the District of Columbia.—HH.

#### ECONOMIC RECESSION TRICKLES UP TO EDUCATION ASSOCIATIONS

National education associations are no more immune to a depressed economy than the schools and educators they represent.

"I think most associations are having to step back and take a look at the cost-effectiveness of their operations," said Jim White, vice president for administration at the American Association of Community and Junior Colleges (AACJC) in Washington, D.C.

Association income generally doesn't keep pace with inflation, said White. "Our costs go up but our income doesn't," he said. "This is the gap we are struggling with."

#### GAO CHARGES ADMINISTRATION ILLEGALLY HELD LIBRARY FUNDS

(By Spencer Rich)

The Reagan administration illegally has impounded part of the money voted by Congress in December for library services, according to a General Accounting Office opinion letter sent to Rep. Peter A. Peyser (D-N.Y.) yesterday.

The dispute involves the Library Services and Construction Act. Congress, in its final money bill last December, voted grants for Titles I and III that totaled \$71.5 million annually, according to the New York State Education Department.

But the U.S. Department of Education doled out funds for the first quarter of 1982 at an annual rate of about \$52 million, the figure President Reagan requested in September.

On the strength of the GAO letter, a spokesman for the New York State Department said it had requested the state attorney general to bring suit for more than \$3 million that the state would lose if the impoundment were allowed to stand.

In addition, aides to House Education and Labor Committee Chairman Carl D. Perkins (D-Ky.) were reviewing the possibility that there were other illegal impoundments.

The GAO opinion, signed by general counsel Milton J. Socolar, hinged on a mandatory allotment provision in the library law, requiring that all money provided by Congress be given to the states.

Socolar said that the executive branch has no power under any provision of the Budget and Impoundment Control Act to withhold funds if the program operates under a mandatory allotment law. This is true, the opinion said, even when the president requests rescission of the money and is awaiting congressional action.

Ed Dale, spokesman for the Office of Management and Budget, said a rescission was sent up yesterday.

Dale said that in the past the OMB has operated under the theory that when a rescission has been sent up or is about to be sent up the executive can withhold the money legally until Congress acts.

He said the OMB is studying the GAO opinion.

COMPTROLLER GENERAL OF THE UNITED STATES,  
Washington D.C., February 5, 1982.

HON. PETER A. PEYSER,  
House of Representatives.

DEAR MR. PEYSER: This is in response to your letter of January 27, 1982, requesting that we investigate a possible unreported impoundment of funds by the Office of Management and Budget.

The funds involved are earmarked for use for library services and interlibrary cooperation programs under Titles I and III of the Library Services and Construction Act (LSCA), 20 U.S.C. §§ 351 et seq., (Supp. III 1979).<sup>1</sup> The formula by which the amount appropriated are to be allotted to eligible States is specified in 20 U.S.C. § 351c, which provides in pertinent part:

"(a)(1) From the sums appropriated \* \* \* for any fiscal year, the Commissioner shall allot the minimum allotment, as determined under paragraph (3) of this subsection, to each State. Any sums remaining after minimum allotments have been made shall be allotted in the manner set forth in paragraph (2) of this subsection.

"(2) From the remainder of any sums appropriated \* \* \* for any fiscal year, the Commissioner shall allot to each State such part of such remainder as the population of the State bears to the population of all the States.

"(3) For the purposes of this subsection, the 'minimum allotment' shall be—

"(A) with respect to appropriations for the purposes of title I [20 U.S.C. §§ 352 et seq.], \$200,000 for each State \* \* \*.

"(C) with respect to appropriations for the purposes of title III [20 U.S.C. §§ 355 et seq.], \$40,000 for each State \* \* \*.

If the sums appropriated \* \* \* for any fiscal year are insufficient to fully satisfy the aggregate of the minimum allotments for that purpose, each of such minimum allotments shall be reduced ratably." (Emphasis added.)

Under 20 U.S.C. § 351c(b), any part of a State's allotment not required by the State is to be reallocated among the other States.

<sup>1</sup>The Continuing Resolution, Public Law 97-92, §101 authorizes funding at the levels specified in the Departments of Labor, Health and Human Services, Education and Related Agencies appropriation bill, 1982. The two LSCA programs and three other library programs are funded out of the same lump-sum appropriation for libraries in the Labor-HHS appropriation bill. The House and Senate reports accompanying the appropriation bill specify the same amounts for allocation from the lump-sum appropriation to the two LSCA programs. See S. Rept. 97-268, 140-142 (1981).

The funding scheme under the LSCA was considered in two lawsuits challenging impoundments of funds available under that Act. Both courts concluded that the language in the LSCA required that all the funds appropriated be allotted to eligible States according to the formula specified in the statute. *State of Louisiana v. Weinberger*, 369 F. Supp. 856, 862-865 (E.D. La. 1973); *State of Oklahoma v. Weinberger*, 360 F. Supp. 724, 728 (W.D. Okla. 1973).

We agree with the courts' characterization of the LSCA as a mandatory spending statute. Therefore, it is our view that this impoundment falls within the so-called "fourth disclaimer" in section 1001(4) of the Impoundment Control Act, which provides:

"Nothing contained in this Act or in any amendments made by this Act, shall be construed as—

"(4) superseding any provision of law which requires the obligation of budget authority or the making of outlays thereunder."

Accordingly, it is our position that the Impoundment Control Act is not available to the executive branch for the purpose of withholding the funds in question.

We have sent a copy of this letter to OMB advising them of our views.

Sincerely yours,

MILTON J. SOCOLAR  
(For Comptroller General of the United States).

CONGRESS OF THE UNITED STATES,  
HOUSE OF REPRESENTATIVES,  
COMMITTEE ON EDUCATION AND LABOR,  
Washington, D.C. February 23, 1982.

Hon. RONALD REAGAN,  
The White House,  
Washington, D.C.

DEAR MR. PRESIDENT: We wish to bring to your attention a matter which is having a severe impact on this nation's libraries. The Continuing Resolution (H.J. Res. 370) which passed December 10, 1981 appropriated \$60 million for Title I of the Library Services and Construction Act (LSCA) and \$11.5 million for Title III of the Act. However, the Department of Education, under specific directions from the Office of Management and Budget, informed recipients during the first week of January that they would receive LSCA funding based upon the Administration's September revised budget which provided only \$40.2 million for Title I and \$10.5 million for Title III.

An official inquiry was sent to the General Accounting Office (GAO) as to the legality of the Department's action under the Congressional Budget and Impoundment Control Act of 1974. In response to that inquiry, GAO stated that LSCA is a "mandatory spending statute" and that "the language in LSCA required all the Funds appropriated be allotted to eligible states according to the formula specified in the statute." This is the same conclusion that had been decided upon in two court cases. *State of Louisiana v. Weinberger*, 369 F.Supp. 856, 862-865 (E.D. La. 1973). *State of Oklahoma v. Weinberger*, 360 F.Supp. 724, 729 (W.D. Okla. 1973). Although this GAO opinion was released and forwarded to OMB, the Department of Education submitted a rescission request for LSCA appropriations. We encourage you to withdraw that request and immediately restore the appropriated funding level for LSCA programs.

LSCA is not a forward-funded program and the reduced funding is having a devastating impact on library services across the country. During the last session of Congress, the Subcommittee on Postsecondary Education held a series of hearings across the country on LSCA funding. We received testimony from over 200 witnesses nationwide describing the programs and services established under LSCA. Among other programs, LSCA monies are providing for literacy training for adults who cannot read or write; access to library materials for the elderly and handicapped; special programs for minorities; and employment information for the unemployed. These are the types of programs that are essential to helping our economy



expand and to ensuring that the disadvantaged are provided the skills they need to become productive citizens.

Thank you for your attention to this vital matter.

Cordially,

CARL D. PERKINS,  
Chairman.  
JOHN ASHBROOK,  
Ranking Minority Member.  
PAUL SIMON,  
Chairman, Subcommittee on Postsecondary Education.  
E. THOMAS COLEMAN,  
Ranking Minority Member, Subcommittee on Postsecondary Education.

DEPARTMENT OF EDUCATION, LIBRARIES  
FISCAL YEAR 1982 RESCISSION REQUEST

*Libraries*

Of the funds provided for "Libraries" for fiscal year 1982 in any Public Law subsequent to providing appropriations for fiscal 1982 beyond March 31, 1982, \$22,110,000 are rescinded, and in the subsequent Public Law extending continuing appropriations for fiscal year 1982 beyond March 31, 1982, \$11,078,000 are rescinded. Appropriations rescinded are as follows: \$18,750,000 of the amount provided for title I and \$960,000 of the amount provided for title III of the Library Services and Construction Act, \$1,920,000 provided for title II, part A and \$480,000 of the amount provided for title II, part C of the Higher Education Act.<sup>2</sup>

*Amounts available for obligation*

Appropriation .....	\$80,080,000
Proposed rescission .....	-22,110,000
Total, obligations .....	57,970,000
<i>Summary of changes</i>	
1982 estimated budget authority .....	\$80,080,000
1982 revised estimated budget authority .....	57,970,000
Net change .....	-22,110,000

	1982 base	Change from base
<i>Decreases:</i>		
Program:		
1. Public library services—number of persons in target groups served will be reduced by about 30 percent .....	\$60,000,000	-\$18,750,000
2. Interlibrary cooperation—number of projects supported will be reduced by about 23 .....	11,520,000	-960,000
3. College library resources—terminate program, eliminating about 2,600 grants .....	1,920,000	-1,920,000
4. Research libraries—number of grants to major research libraries will be reduced by about 3 .....	5,760,000	-480,000
Net change .....		-22,110,000

BUDGET AUTHORITY BY ACTIVITY

	1982		
	Presently available	Revised estimate	Proposed rescission
1. Public library services .....	\$60,000,000	\$41,250,000	\$18,750,000
2. Interlibrary cooperation .....	11,520,000	10,560,000	960,000

<sup>1</sup> This rescission treats funding levels under Public Law 97-92 as annual amounts. Language concerning the extension of continuing appropriations is necessary since some of these funds become available subsequent to March 31, after expiration of Public Law 97-92.

<sup>2</sup> A portion of the funds appropriated for the Public Library Services, Interlibrary Cooperation, and Research Libraries programs are proposed for rescission. The entire amount appropriated for the College Library Resources program is proposed for rescission.

## BUDGET AUTHORITY BY ACTIVITY—Continued

	1982		
	Presently available	Revised estimate	Proposed rescission
3. College library resources.....	1,920,000		1,920,000
4. Training and demonstrations.....	880,000	880,000	
5. Research libraries.....	5,760,000	5,280,000	480,000
Total budget authority.....	80,080,000	57,970,000	22,110,000

## BUDGET AUTHORITY BY OBJECT

	1982		
	Presently available	Revised estimate	Proposed rescission
Other services.....	\$240,000	\$240,000	
Grants, subsidies, and contributions.....	79,840,000	57,730,000	\$22,110,000
Total budget authority by object.....	80,080,000	57,970,000	22,110,000

## Public library services, 1982

Presently available.....	\$60,000,000
Revised estimate.....	41,250,000
Proposed rescission.....	18,750,000

Note.—The Department of Education is proposed for reorganization. The President's budget covering this program for 1981-83 has been presented in the Appendix to the Budget as part of the budget for the Foundation for Education Assistance.

## PURPOSE AND METHOD OF OPERATION

The purpose of the Public Library Services program is to encourage and strengthen States in extending public library services to areas without such services and in improving such services in areas where the public library services are inadequate. It supports efforts to make library services more accessible to persons who, by reason of distance, residence, physical handicap, or other disadvantaged situations, might not have access to the informational and educational services of the public library. Included among these target groups are the State institutionalized, rural and urban disadvantaged persons, and those who have limited English-speaking ability. The program also seeks to improve and strengthen the State library administrative agencies and the major urban libraries in the country.

This program is a State-formula grant program administered by the officially designated State library agency. Funds are distributed to States through a formula based on total resident population, but with a \$200,000 minimum for the 50 States, D.C., and Puerto Rico, and a \$40,000 minimum for the other Outlying Areas. The State and local matching requirement ranges from 33 percent to 66 percent (except for the Trust Territory which is 100 percent federally funded), with States providing matching funds in proportion to their per capita income.

## RATIONALE FOR THE PROPOSED RESCISSION

A rescission of \$18,750,000 is proposed as part of the President's overall budget reform plan to curtail Federal government spending and thereby control one source of inflationary pressure. With the aid of funds and technical assistance provided under the Public Library Services program, the States have extended public library services to nearly every feasible area of the Nation, with access now covering about 96 percent of the population. Funding of \$41,250,000 would support projects serving about 27 million persons in the target groups served by this program.

*Interlibrary cooperation, 1982*

Presently available.....	\$11,520,000
Revised estimate.....	10,560,000
Proposed rescission.....	960,000

Note.—The Department of Education is proposed for reorganization. The President's budget covering this program for 1981-83 has been presented in the Appendix to the Budget as part of the budget for the Foundation for Education Assistance.

## PURPOSE AND METHOD OF OPERATION

The purpose of the Interlibrary Cooperation program is to improve the efficiency and effectiveness of the Nation's library system through networking and other cooperative activities. Projects funded through this program coordinate the resources of two or more different types of libraries (public, academic, school, or special libraries and information centers) for improved service to the clients served by each. Awards are made to the States to support library resource sharing projects involving all types of libraries. In addition local, State, interstate and/or regional networks of libraries participate in joint efforts for the purpose of providing library and information services.

This program is a State formula grant program administered by the officially designated State library agency. Funds are distributed to States through a formula based on total resident population, but with a \$40,000 minimum for the 50 States, D.C., and Puerto Rico, and a \$10,000 minimum for the other Outlying Areas. No State matching is required.

## RATIONALE FOR THE PROPOSED RESCISSION

A rescission of \$960,000 is proposed as part of the President's overall budget reform plan to curtail Federal government spending and thereby control one source of inflationary pressure. The Interlibrary Cooperation program is being phased out; the States now have the capability of utilizing the interlibrary cooperation and networking concepts advanced through this program to maintain those public library services which are deemed necessary at both the State and local levels. Funding of \$10,560,000 would support about 240 interlibrary cooperation projects in fiscal year 1982.

*College library resources, 1982*

Presently available.....	\$1,920,000
Revised estimate.....	1,920,000
Proposed rescission.....	

Note.—The Department of Education is proposed for reorganization. The President's budget covering this program for 1981-1983 has been presented in the Appendix to the Budget as part of the budget for the Foundation for Education Assistance.

## PURPOSE AND METHOD OF OPERATION

To provide support to institutions of higher education for the acquisition of library materials and for networking activities, discretionary grants are awarded to eligible institutions of higher education and other public and private nonprofit library institutions whose primary function is to serve institutions of higher education. Virtually all institutions of higher education are eligible to receive the basic grant of up to \$10,000, provided that maintenance-of-effort requirements are met.

## RATIONALE FOR THE PROPOSED RESCISSION

A rescission of \$1,920,000 is proposed as part of the President's overall budget reform plan to curtail Federal government spending and thereby control one source of inflationary pressure. The College Library Resources program is proposed for termination. The awards, which averaged \$1,200 in fiscal year 1981, are not needs-based and represent an insignificant supplement to the library budgets of most institutions of higher education. This proposed rescission would eliminate the approximately 2,600 grants which would have been awarded, at an average of \$738.

*Research libraries, 1982*

Presently available.....	\$5,760,000
Revised estimate.....	5,280,000
Proposed rescission.....	480,000

Note.—The Department of Education is proposed for reorganization. The President's budget covering this program for 1981-83 has been presented in the appendix to the Budget as part of the budget for the Foundation for Education Assistance.

## PURPOSE AND METHOD OF OPERATION

The purpose of this program is to strengthen major research library collections, both private and public, and to make these collections available to individual researchers, scholars and to other libraries. Program objectives include the following: to assist research libraries in acquiring distinctive, unique and specialized materials; to increase access to research materials; to preserve unique materials; to initiate specialized research and development projects; and to promote inter-institutional co-operative activity.

This is a discretionary, forward-funded program. A reasonable effort must be made to achieve regional balance. A recipient of a grant under this program may not also receive a grant under the College Library Resources program in the same fiscal year.

## RATIONALE FOR THE PROPOSED RESCISSION

A rescission of \$480,000 is proposed as part of the President's overall budget reform plan to curtail Federal government spending and thereby control one source of inflationary pressure. The Research Libraries program is being phased out. Private sources of funds are available to supplant the Research Libraries program funds, as well as more specialized public support like the National Endowment for the Humanities. Funding of \$5,280,000 would assist about 35 research libraries.

## PUBLIC LIBRARY SERVICES

State or outlying area	1982 presently available <sup>1</sup>	1982 revised estimate <sup>1</sup>	Proposed rescission
Total	\$60,000,000	\$41,250,000	\$18,750,000
Alabama	1,035,300	718,258	317,042
Alaska	285,994	253,354	32,640
Arizona	783,598	562,091	221,507
Arkansas	690,760	504,490	186,270
California	5,282,271	3,353,271	1,929,000
Colorado	820,310	584,868	235,442
Connecticut	867,279	614,010	253,269
Delaware	327,811	279,300	48,511
Florida	2,291,436	1,497,622	793,814
Georgia	1,373,323	927,983	445,340
Hawaii	407,211	328,563	78,648
Idaho	402,688	325,757	76,931
Illinois	2,651,848	1,721,238	930,610
Indiana	1,378,888	931,435	447,453
Iowa	825,582	588,139	237,443
Kansas	707,444	514,841	192,603
Kentucky	986,207	687,799	298,408
Louisiana	1,102,705	760,079	342,626
Maine	441,494	349,834	91,660
Maryland	1,105,383	761,741	343,642
Massachusetts	1,431,895	964,323	467,572
Michigan	2,188,013	1,433,453	754,560
Minnesota	1,075,472	743,183	332,289
Mississippi	741,248	535,815	205,433
Missouri	1,255,906	855,132	400,774
Montana	368,923	304,808	64,115
Nebraska	537,122	409,166	127,956
Nevada	371,606	306,472	65,134
New Hampshire	397,680	322,649	75,031
New Jersey	1,781,281	1,181,098	600,183
New Mexico	479,138	373,190	105,948
New York	3,970,018	2,539,090	1,430,928
North Carolina	1,461,396	982,627	478,769
North Dakota	340,151	286,956	53,195
Ohio	2,518,494	1,638,498	879,996
Oklahoma	849,605	603,045	246,560
Oregon	765,303	550,740	214,563
Pennsylvania	2,748,103	1,780,959	967,144

## PUBLIC LIBRARY SERVICES—Continued

State or outlying area	1982 presently available <sup>1</sup>	1982 revised estimate <sup>1</sup>	Proposed rescission
Rhode Island.....	403,379	326,186	77,193
South Carolina.....	869,777	615,560	254,217
South Dakota.....	348,200	291,950	56,250
Tennessee.....	1,185,756	811,608	374,148
Texas.....	3,255,213	2,095,593	1,159,620
Utah.....	513,724	394,648	119,076
Vermont.....	309,823	268,139	41,684
Virginia.....	1,347,841	912,264	435,725
Washington.....	1,000,000	750,246	336,610
West Virginia.....	618,341	459,744	158,897
Wisconsin.....	1,210,361	826,874	383,487
Wyoming.....	301,097	262,725	38,372
District of Columbia.....	336,921	284,952	51,969
Puerto Rico.....	884,456	624,668	259,788
American Samoa.....	46,956	44,316	2,640
Guam.....	62,723	54,098	8,625
Northern Mariana Islands.....	43,620	42,246	1,374
Trust Territory.....	65,096	55,571	9,525
Virgin Islands.....	60,526	52,735	7,791

<sup>1</sup> Distributed with a basic amount of \$200,000 to each of the 50 States, District of Columbia and Puerto Rico and \$40,000 to each outlying area; the remainder distributed on the basis of the total resident population, 1980 census.

## INTERLIBRARY COOPERATION

State or outlying area	1982 presently available <sup>1</sup>	1982 revised estimate <sup>1</sup>	Proposed rescission
Total.....	\$1,520,000	\$1,056,000	\$960,000
Alabama.....	198,774	182,542	16,232
Alaska.....	56,346	54,675	1,671
Arizona.....	150,931	139,590	11,341
Arkansas.....	133,284	123,747	9,537
California.....	1,006,043	907,278	98,765
Colorado.....	167,909	145,854	12,055
Connecticut.....	156,837	153,870	12,967
Delaware.....	64,294	61,811	2,483
Florida.....	237,142	386,899	40,643
Georgia.....	203,025	240,225	22,801
Hawaii.....	79,308	75,360	4,027
Idaho.....	78,527	74,588	3,939
Illinois.....	506,050	458,402	47,648
Indiana.....	264,084	241,175	22,909
Iowa.....	158,911	146,754	12,157
Kansas.....	136,455	126,594	9,861
Kentucky.....	189,443	174,164	15,279
Louisiana.....	211,587	194,045	17,542
Maine.....	85,904	81,210	4,694
Maryland.....	212,096	194,502	17,594
Massachusetts.....	274,160	250,220	23,940
Michigan.....	417,883	379,250	38,633
Minnesota.....	206,411	189,397	17,014
Mississippi.....	142,881	132,363	10,518
Missouri.....	240,708	220,188	20,520
Montana.....	72,109	68,826	3,283
Nebraska.....	104,081	97,529	6,552
Nevada.....	72,819	69,284	3,535
New Hampshire.....	77,575	73,734	3,841
New Jersey.....	450,571	309,842	30,729

122

## INTERLIBRARY COOPERATION—Continued

State or outlying area	1982 presently available <sup>1</sup>	1982 revised estimate <sup>1</sup>	Proposed rescission
New Mexico	93,059	87,634	5,425
New York	756,609	683,345	73,264
North Carolina	279,767	255,255	24,512
North Dakota	66,640	63,916	2,724
Ohio	480,702	435,646	45,056
Oklahoma	163,478	150,854	12,624
Oregon	147,453	136,468	10,985
Pennsylvania	524,346	474,828	49,518
Rhode Island	78,659	74,706	3,953
South Carolina	167,312	154,296	13,016
South Dakota	68,170	65,290	2,880
Tennessee	227,374	208,217	19,157
Texas	620,738	561,365	59,373
Utah	99,633	93,536	6,097
Vermont	60,875	58,741	2,134
Virginia	258,211	235,902	22,309
Washington	208,574	191,340	17,234
West Virginia	119,576	111,440	8,136
Wisconsin	232,050	212,416	19,634
Wyoming	59,217	57,252	1,965
District of Columbia	66,026	63,365	2,661
Puerto Rico	170,102	156,801	13,301
American Samoa	11,322	11,187	135
Guam	14,319	13,878	441
Northern Mariana Islands	10,688	10,618	70
Trust Territory	14,770	14,283	487
Virgin Islands	13,902	13,503	399

<sup>1</sup> Distributed with a basic amount of \$40,000 to each of the 50 States, District of Columbia, and Puerto Rico and \$10,000 to each outlying area; the remainder distributed on the basis of the total resident population, 1980 census.

CONGRESS OF THE UNITED STATES,  
HOUSE OF REPRESENTATIVES,  
COMMITTEE ON EDUCATION AND LABOR,  
Washington, D.C., February 10, 1982.

DEAR COLLEAGUE: When the administration released its 1983 budget proposal last Saturday, a flurry of activities and questions began. However, one item which has not received much attention but is being totally eliminated in the 1983 budget is Federal support for libraries.

There are three separate library programs under the jurisdiction of my Subcommittee on Postsecondary Education: (1) The Library Services and Construction Act (LSCA); funding of college libraries (Higher Education Act, Title II); and (3) the National Commission on Libraries and Information Sciences. The Administration has recommended that none of these programs receive funding.

The role of libraries in educating our population is essential. Total knowledge doubles every 10 years and over one-half of the Gross National Product (GNP) is based on information services. Last fall the Subcommittee held a series of hearings nationwide on library programs funded under LSCA. We learned that Federal monies under this Act provided literacy training for the illiterate, employment information for the unemployed, books and materials for the handicapped and elderly, and other special services for minorities and the disadvantaged. Certainly if our economy is to expand, these are the types of services which must be stressed.

Under Title III of LSCA, monies are made available to provide linkage of libraries throughout the country. This allows almost instant sharing of information among thousands of libraries. The potential of this service for business, industry, and education research is enormous. In the long run it also proves to be a rational and cost-effective method of coping with increasing costs of books and other information materials and rapidly expanding knowledge sources. As long as one or two libraries have the written information on hand, it can be shared with all the other libraries in the system.

The college library program provides a variety of services at a very low cost to the Federal government:



Small schools are provided with a \$2,000 annual grant to purchase books and materials. Although the grant is small, in many cases that \$2,000 is what allows the schools to maintain their accreditation. It is important to also realize that for the last five years the number of volumes purchased by libraries has declined by three percent.

Training and development monies go to schools to encourage and students to study library sciences; and

Research monies allow schools to address national priorities and to develop information systems which are essential to scholarly research and to cataloging the ever-increasing volume of knowledge.

Finally, the National Commission on Libraries and Information Sciences serves as a valuable research tool for the U.S. Congress and the Executive Branch. It was created in 1970 to coordinate and analyze information relevant to the expanding field of information sciences. My Subcommittee frequently calls upon the Commission to provide its expertise on libraries and information-related areas. The Office of Management and Budget (OMB) last year relied heavily upon the Commission for assistance in designing and implementing the Paperwork Reduction Act. We receive these services for less than one million dollars annually in Federal funding.

I encourage you when you are reviewing the budget to keep in mind that while the major cutbacks are important, smaller programs such as libraries are also being affected. We must ensure that we do not destroy valuable and necessary services because a program is so small it does not receive adequate attention.

Cordially,

PAUL SIMMON, *Chairman.*